

REPORT

OF THE

RAILWAY POLICE COMMITTEE

1921.



SIMLA:

PRINTED AT THE GOVERNMENT MONOTYPE PRESS.

1921.

TABLE OF CONTENTS.

PAGE.

CHAPTER I.

Constitution and Proceedings of the Committee (paragraphs 1 to 7) ..	1
--	---

CHAPTER II.

The Grievances of the Public in regard to the Protection of Goods (paragraphs 3 to 10) ..	2
---	---

CHAPTER III.

The Evidence of Official Figures in regard to Losses (paragraphs 11 to 16) ..	3
---	---

CHAPTER IV.

The Guarding and Handling of Goods (paragraphs 17 to 30) ..	5
(i) Watch and Ward —	
recruitment (paragraph 18) ..	5
personnel (paragraph 19) ..	5
strength (paragraph 20) ..	6
discipline and organization (paragraph 21) ..	6
recommendations (paragraph 22) ..	7
(ii) The Handling of Goods (paragraphs 24 to 29) ..	8
handling contracts (paragraph 30) ..	10

CHAPTER V.

Mechanical Improvements for the Protection of Goods on Railways (paragraphs 31 to 39) ..	10
(i) locking and riveting (paragraphs 31 to 34) ..	10
(ii) protective plates (paragraph 35) ..	11
(iii) lighting, fencing and shed accommodation (paragraphs 36 to 38) ..	12
(iv) protection of parcels (paragraph 39) ..	12

CHAPTER VI.

Miscellaneous (Railways) (paragraphs 40 to 48) ..	12
(i) risk-notes, claims, etc. (paragraphs 40 to 42) ..	12
(ii) thefts of fruit and liquor (paragraphs 43 to 44) ..	13
(iii) thefts of railway material (paragraphs 45 to 48) ..	13

CHAPTER VII.

The Railway Police (paragraphs 49 to 53) ..	15
(i) Personnel ..	15

CHAPTER VIII.

The Railway Police— <i>contd.</i> (paragraphs 54 to 71) ..	18
(ii) Organization ..	18
(a) historical retrospect —	
Madras ..	19
Bombay ..	19
Bengal ..	20
United Provinces ..	20
Punjab ..	21
Bihar and Orissa ..	23
Central Provinces ..	23
Assam ..	23
North-West Frontier Province ..	24
Baluchistan ..	24

CHAPTER IX.

The Railway Police— <i>contd.</i> (paragraphs 72 to 97)	..	..	..	25
(ii) Organization— <i>contd.</i>				
(b) recommendations .. .. .	..	..	..	25
(1) The advantages of the provincial system (paragraphs 72 to 79)	..	..	..	25
The English system (paragraph 80) ..	..	..	..	28
(2) The need for a Central Bureau (paragraphs 81 to 87)	..	..	..	28
(3) The need for Special Detective and Investigating Agencies in the Provinces (paragraphs 88 to 90)	..	..	..	31
(4) Administration of the Railway Police within the Province (paragraphs 91 to 94)	..	..	..	33
(5) Training (paragraph 95)	..	..	..	34
(6) Strength and Reserves (paragraph 96)	..	..	..	35
(7) The need for a uniform Manual (paragraph 97)	..	..	..	35

CHAPTER X.

The Working of the Railway Police—some criticisms and suggestions (paragraphs 98 to 113)	..	..	..	36
(1) Criticisms by railway officers (paragraphs 98 to 101)	..	..	..	36
(2) Relations between railway administrations and the police (paragraph 102)	..	..	..	37
(3) Co-operation between the district and the railway police (paragraph 103)	..	..	..	38
(4) Reporting of shortages (paragraphs 104 to 108)	..	..	..	38
(5) Seal-checking (paragraphs 109 to 110)	..	..	..	40
(6) Issue of fire arms to the railway police (paragraph 111)	..	..	..	41
(7) Thefts from unbooked goods (paragraph 112)	..	..	..	41
(8) The power of search (paragraph 113)	..	..	..	41

CHAPTER XI.

The Protection of Passengers (paragraphs 114 to 119)	..	..	..	41
Pilgrim Traffic (paragraph 119)	..	..	..	42

CHAPTER XII.

(i) Summary of recommendations (paragraph 120)	..	..	..	43
(ii) Conclusion (paragraph 121)	..	..	..	44

APPENDICES.

APPENDIX A.—Itinerary of the Committee's Tour and list of witnesses examined	..	..	..	45
" B.—Paragraph 48 of the report of the Railway Police Committee, 1907	..	..	..	58
" C.—(1) Extract from paragraph 103 of a "Statement of the case into which the Police Commission is to enquire" forwarded to the Government of India with letter no. 9388, dated the 23rd October 1902 from the Central Provinces Administration	..	..	..	59
(2) Extract from letter no. 22, dated the 1st September 1902, from the District Magistrate, Sukkur, to the Commissioner in Sind	..	..	..	59
" D.—Statement showing the strength of the Railway Police and crime dealt with during 1919	..	..	..	60
" E.—Statement showing crime classification according to the six classes of offences, 1915 and 1919	..	..	..	62
" F.—Statement showing cases of thefts from goods trains, etc., reported during 1915 and 1919.	..	..	..	64
" G.—Statement showing goods earnings and compensation paid and strength of Watch and Ward staff on Railways	..	..	..	66
" H.—Statement comparing the work of Railways in 1902 (date of Police Commission) and 1919-20	..	..	..	67

CHAPTER I.

CONSTITUTION AND PROCEEDINGS OF THE COMMITTEE.

The Committee was appointed under Home Department Resolution No. 114 (Police), dated the 13th January 1921, which ran as follows :—

“ The Governor General in Council has decided to appoint a Committee to examine the existing organization and working of the Railway Police administration in India, which appears to be defective in certain respects, and to make proposals for the improvement (where necessary) of this branch of Police administration.

2. The constitution of the Committee will be as follows :—

President.

MR. J. P. THOMPSON, C.S.I., Chief Secretary to the Government of the Punjab.

Members.

MR. H. DEL. ROSS, Deputy Inspector-General of Police, Railways, United Provinces.

MR. F. W. HANSON, C.I.E., late General Traffic Manager of the Bombay, Baroda and Central India Railway, and once a temporary Member of the Railway Board.

Rao Bahadur RANGO GOVIND NAIK, M.B.E., Pleader, Belgaum (Bombay).

Rai Bahadur UPENDRA LAL RAY (Bengal).

MR. C. ATKINS, Daulatpore Factory, Tirthoot, Bengal and North-Western Railway.

MR. H. C. HUNT, Indian Police, Secretary.

The Committee will have power to co-opt additional members in any province if thought advisable.

The Committee, which will submit its report to the Government of India, will assemble at Delhi at an early date and then visit the various provinces of India.

3. The terms of reference to the Committee are as follows :—

- (1) To consider whether the arrangements now made for the protection of travellers and property on railways in India are effective ;
- (2) If the arrangements in question are ineffective, to report how far the shortcomings are due to—
 - (a) defective organization,
 - (b) defects in the personnel,
 - (c) defective methods of investigation,
 - (d) defective arrangements made—
 - (i) for the protection of passengers,
 - (ii) for the protection of goods in transit or for the protection of property at goods and transhipment sheds and station yards.
- (3) To make such recommendations as may seem calculated to mitigate or remove any defects that the Committee may discover, or as may seem otherwise germane to the objects of the enquiry.

Questions of pay will not form part of the enquiry.

2. It will be observed that the first paragraph of the Resolution refers only to Railway Police administration, while the terms of reference include the consideration of the arrangements made for the protection of goods in transit and in goods sheds and station-yards. These arrangements are at present made entirely by the railways, and the Committee have assumed that it was the intention that they should examine all the arrangements made, whether by the railways or by the police, for the protection of passengers and goods.

3. The Resolution appointing the Committee gave them power to co-opt additional members in any province if thought advisable. The only provinces in which members were co-opted were Madras and Assam, where the local Governments nominated, respectively, Mr. Williams and Mr. Giles, Superintendents of Railway Police. The feeling of the Committee was against co-opting local members, but they complied with the wishes of local Governments wherever the latter expressed a desire to nominate an additional member.

4. Mr. Ross joined on the 16th of December 1920, and did a certain amount of preliminary work before the arrival of the President on the 7th of January 1921. Messrs. Hanson and Atkins joined on the 15th January, Rao Bahadur Rango Govind Naik on the 18th, and Rai Bahadur Upendra Lal Ray on the 19th. Before the Committee left Delhi, lists of questions were framed and issued, and local Governments and Railway administrations were addressed with a view to the selection of official witnesses, and the issue of invitations to commercial associations. Notice of the movements of the Committee was given in the Press, and persons interested were invited to favour the Committee with their views.

5. The itinerary of the Committee, including a list of the witnesses examined, is given in Appendix A. In the course of their tour, the Committee held 43 sittings for the examination of witnesses. They examined 69 police witnesses, 77 railway witnesses, and 85 non-official witnesses including representatives of twelve Chambers of Commerce and twenty-one other Associations. The non-official witnesses represented several thousand firms and businesses interested in every kind of commodity transported by railways in India and ranging from the Tata Iron and Steel Company and Messrs. Ralli Brothers down to small retail traders in the bazar. The Committee also inspected 36 parcels and goods offices, goods sheds and transshipment stations, 17 Railway Police stations and 6 Railway Police offices.

6. Local Governments for the most part have preferred to await the publication of the report before expressing their views on the various points considered by the Committee. The Governments of Bihar and Orissa and Assam and the administration of the North-West Frontier Province have given us their views on certain questions, and the Punjab Government has expressed general approval of the opinions of the provincial Inspector-General.

7. The Committee regret that some of their Members have been unavoidably absent for considerable periods from their meetings and deliberations. Mr. Atkins was called away on the 2nd March owing to labour troubles in Bihar, and did not join again till the 9th of May. Rai Bahadur Upendra Lal Ray was absent from March 23rd to April 11th partly on private business and partly in order to attend meetings of the Bengal Legislative Council, while reasons of ill-health deprived the committee of the assistance of Rao Bahadur Rango Govind Naik, M.B.E., from 6th to 27th February, March 24th to April 3rd, and April 11th to May 12th.

CHAPTER II.

THE GRIEVANCES OF THE PUBLIC IN REGARD TO THE PROTECTION OF GOODS.

8. It is the public who suffer most from theft on the railway, and it was a complaint from the Upper India Chamber of Commerce that ultimately led to the appointment of the Committee. It seems appropriate therefore that the grievances of the public and of the commercial community in particular should be given first place in a discussion of the arrangements made for the protection of goods on the railways.

9. The case as represented to us is that theft and pilferage* from goods in transit are on the increase; that they have attained a magnitude which reflects serious discredit on the police and railway administrations: that in regard to a large portion of the goods traffic the railways are so completely protected under the different forms of risk-note that they are careless of the interests of the public, and that conditions exist and are allowed to continue which make theft and pilferage both easy and safe. As to the nature of these conditions, we mention briefly those in regard to which we have heard complaints in practically every part of India.

Much of the thieving, it is alleged, is done by the railway staff. There is no effective supervision, and the misdeeds of those below are winked at by those who are supposed to control them,

Purely mechanical methods of protection, again, are ignored. A loaded wagon is secured by a piece of string. Goods yards are generally thoroughfares. They

*The term pilferage is used to mean abstraction of a portion of the contents of a package. Theft means the removal of one or more whole packages,

are for the most part badly lighted and imperfectly protected by fencing. The shed accommodation is as a rule inadequate, and the consignments lie about at the mercy of the evil-disposed. It almost seems as though the convenience of the thief was consulted in the construction of the wagons. Projections and attachments enable him to board them in motion. In some of the older wagons, manholes help him to gain access to the contents. The flap door when closed admits of the insertion of a knife by means of which bags are slit,* and the same method of extraction is used through the crevices of wooden floors, while the contents of open wagons are an easy prey.

Delays in transit, too, are now general. Each day that the goods are allowed to lie booked or unbooked in the yard before despatch, each day that they are detained at transshipment stations, each halt by the roadside and each shunt into a siding means so much more exposure to depredation.

And in face of all this, it is claimed that the railways and the police do nothing. Dishonesty on the part of railway subordinates is said to be encouraged by superficial enquiries and inadequate punishments: they are allowed to protect and screen themselves by insisting unreasonably on risk-notes and clear receipts, and to burke complaints by a refusal of open delivery where theft is suspected. As for the police, their work is marred by a desire to shirk responsibility, difficult investigations are not pressed home, and culprits are rarely brought to book.

10. Some of the witnesses we have heard have given us rough estimates of the extent of their losses. The representative of the Tata Iron and Steel Company said that of the consignments of fruit, fish and vegetables to the industrial colony at Jamshedpur, scarcely one per cent reached their destination intact. The Mysore Chamber of Commerce stated that one-half of every consignment of coal was pilfered by women who carry their spoil away openly in baskets. A firm of provision merchants in Bombay estimated that 10 per cent of their consignments suffered. At Chittagong a professor who is interested in a co-operative society informed us that if they could get their consignments through without loss, it would mean a saving to their members of 25 per cent. The representative of the Indian Tea Association, the members of which import large quantities of rice for the use of the garden coolies, stated that until recently 20 per cent of their consignments had been pilfered. In the United Provinces thefts of fruit were so notorious that the local Government itself moved in the matter, and in the instructions which were issued by the Oudh and Rohilkhand Railway, in their weekly gazette of June 27th 1919, it was admitted that apparently "not a single parcel of fresh fruits can reach its destination without suffering from the attacks of thieves."

CHAPTER III.

THE EVIDENCE OF OFFICIAL FIGURES IN REGARD TO LOSSES.

11. Some of the charges set forth in the last chapter it is unnecessary for us to discuss. The delays in transit are due to shortage of rolling stock, and the defects in wagons largely to the difficulty of replacing or improving old stock owing to the war. But it cannot be denied that several of the counts in the indictment are true. In this chapter, we shall show how far the official figures for claims, losses and crime support the general allegations as to the extent and growth of the evil. In the two following chapters we shall deal with the more specific charges against the railways with regard to—

- (i) inefficiency and dishonesty on the part of subordinates and lack of supervision,
- (ii) neglect of mechanical means of protection, and
- (iii) indirect encouragement of theft by the risk-note system, etc.

After discussing the case against the railways we shall proceed to consider the criticisms made against the police.

* Many wagons are now fitted with protective plates which make this impossible, but there are still a large number not so fitted.

12. There can be no question that losses by theft and pilferage have increased. So far as the increase is due to causes other than those into which it is our duty to enquire, it is generally attributed to the rise in the cost of living. No statistics are available to show the full extent of the evil, but in ten years the amount paid in compensation by seven of the principal railways has risen from 11·95 lakhs to 70·27 lakhs. In the same period the goods earnings on these railways rose from 25·37 crores to 38·44 crores. In other words an increase of 52 per cent in the goods earnings was accompanied by a rise of 488 per cent in compensation and the percentage of the goods earnings paid in compensation rose from ·47 to 1·83. The bulk of the increase has occurred since 1917.

13. We have not been able to obtain from every railway statistics of the number of cases in which loss was reported, but the following figures have been supplied by five of the largest systems :—

Railways.	NUMBER OF CASES IN WHICH LOSS WAS REPORTED.		
	1909-10.	1914-15.	1919-20.
North-Western (excluding Karachi and Quetta districts) ..	33,179	..	105,948
Bengal-Nagpur	3,000	..	10,124
Bombay, Baroda and Central India (excluding metre-gauge)	..	36,844	60,572
Great Indian Peninsula .. .. .	..	17,938	61,688
East Indian .. .. .	..	44,789	100,819

In six years, the number of reports has risen 64 per cent on the Bombay, Baroda and Central India Railway, 125 per cent on the East Indian and no less than 244 per cent on the Great Indian Peninsula. On the North-Western and the Bengal-Nagpur lines, the number has more than trebled in ten years.

14. These statistics, however, require some explanation. They include a number of claims and reports which have nothing to do with theft or pilferage. The amount paid in compensation covers damage to goods by fire, water and accident, and loss by misdespatch and misdelivery. From 15 to 20 per cent should probably be allowed on this account*. Then again owing to the rise in prices, the 488 per cent increase in compensation means a much smaller increase in the quantity of goods lost, and there is evidence to show that claims have received an artificial stimulus from the growth of claims agencies. Similarly, in a large proportion of cases in which goods are reported lost, they are found on enquiry merely to have been left behind or misdirected or carried beyond their destination.

On the other hand, much is lost for which compensation is never claimed. The goods may have been sent at owner's risk, or a clear receipt may have been given before the loss was discovered or the owner may not think it worth while to make a claim. It is impossible to estimate the amount of the losses for which no claim is made, but the total must be very large indeed.

15. The Police figures of reported crime show that thefts from running goods trains increased from 6,898 in 1915 to 11,227 in 1919, and thefts from goods sheds and transshipment stations from 4,479 in 1915 to 7,476 in 1919. Convictions in the former were 336 in 1915 and 598 in 1919, and in the latter 989 and 1,778, respectively.

* In two successive years the percentage on the North-Western Railway averaged about 11 and on the Bengal and North-Western Railway 22.

The odds therefore taking India as a whole, are nearly twenty to one in favour of the man who robs a running train, and it is not surprising that the occupation is growing in popularity.

The railways themselves suffer as much as the public. Six hundred maunds of coal are said to be stolen every day at Asansol at the present time, and last year on the East Indian Railway alone thefts of mineral oil belonging to the Company amounted to nearly a quarter of a million gallons.

We think the evidence justifies the conclusion that the total value of the property stolen on railways in India does not fall short of a crore of rupees per annum. The number of offences, if all the petty pilferages are included, must run into millions. Of these, in 1919, only 33,555 were reported to the police and of the reported cases less than 16 per cent resulted in conviction.

16. The figures are startling. Fortunately, the remedies, we believe, are simple. We accept the principle first laid down in 1882 and ever since adhered to, that the railways must be held responsible for the safe custody of property entrusted to them, and in our view the present situation has arisen because the obligations which flow from that principle have not been sufficiently regarded. The problem is in the main one of prevention, and as such falls primarily within the province of the railways.

CHAPTER IV.

THE GUARDING AND HANDLING OF GOODS.

(i) *Watch and Ward.*

17. We shall consider first of all the watch and ward staff, its recruitment, personnel, strength and organization. Each department has its own watchmen, but it is those employed by the Traffic Department for the protection of stations, goods-yards and goods-sheds with whom this Committee is mainly concerned.

18. *Recruitment.*—Traffic watchmen are appointed by the District Traffic Superintendent, or by station masters and traffic inspectors subject to his confirmation. The character of the men is supposed to be verified by enquiry from the police after appointment and before confirmation. Other precautions are sometimes taken. At Howrah, the candidate has to produce a surety. On the South Indian Railway he has to get a recommendation from some official or private person of known respectability. It is not found possible to maintain lists of candidates as the men who apply cannot usually wait for employment. They are recruited from practically all castes, though sweepers, chamars and members of criminal tribes are generally excluded. Most of the railway officers who have given evidence express a preference for pensioners or at any rate for men who have served in the army or the police, and on several railways special rates of pay have been sanctioned for men of this class.

19. *Personnel.*—On almost every line, the officials complain of the quality of the men employed. Pensioners are difficult to obtain and when obtained are often past work. The other watchmen too are frequently old and decrepit, and unequal to personal conflict with able-bodied thieves. They are usually recruited in the neighbourhood and from the same class as the menials. They have friends among the local bad characters, and not infrequently combine with their old associates and the less upright of the station staff in theft and pilferage.

This is the picture as drawn by railway officials themselves. In Bombay and Madras we were told by police officers of cases in which ex-convicts and men who had been dismissed from the railway and the police were employed as watchmen. In the United Provinces, an experienced superintendent said they were mostly criminals. An inspector on the Bengal and North-Western Railway says, "It is an open secret that no chaukidar pays for his food but helps himself." Another inspector classes them with the menials whom he regards as responsible for all the pilferage that goes on. We have not been able to ascertain the total number of watchmen convicted of theft on all the railways in India but the figures supplied to us by the police in Bengal, Bihar

and Orissa, the United Provinces, the Punjab, the Central Provinces, the North-West Frontier Province and Assam, show that during the three most recent years for which figures are available, in 11,265 cases of offences against property which resulted in conviction, no less than 2,030 railway servants were convicted or an average of rather more than one in every six cases. Out of the 1,033 railway servants convicted in the Punjab and the United Provinces, 254 were watchmen, and the proportion is probably much the same elsewhere. At Asansol, 25 per cent of the watchmen were convicted of theft in 1920, and at Bandel 33 per cent.

The evidence, we think, justifies a finding that the quality of the watch and ward staff is almost everywhere unsatisfactory.

20. *Strength*.—At several stations throughout India we have received complaints of the insufficiency of the watch and ward staff and of the long hours which men are in consequence compelled to work. In many places we have found the beats arranged so as to give each man 12 hours at a stretch, while at one of the goods stations in Bombay itself, we found that the Saturday night watch remained on duty for no less than 21 hours.

The General Traffic Managers of the Bombay, Baroda and Central India and the Great Indian Peninsula Railways have admitted that the staff of watchmen on their railways is generally inadequate and we have had evidence to the same effect on other lines as well. In Bombay, Bengal, the United Provinces, Bihar and Orissa and the Central Provinces police officers have told us the same thing.

The figures available for the different railways appear to show that generally speaking the watch and ward staff has grown with the growth of traffic earnings during the past ten years. But the increase in the number of offences and the amount of compensation paid point clearly to weakness or incompetence in the present staff. How far the numbers would be adequate, if the quality was improved, it is impossible to say, but when the watch and ward is re-organized as recommended by us the question of strength will have to be examined in the light of the requirements of each locality.

21. *Discipline and organization*.—The men are almost everywhere recruited locally. In most places this is inevitable as no quarters are provided and it is impossible on this account to transfer men from one station to another. They belong to the station where they first join and as a rule they remain there. They are not part of a regular force and there is little discipline or supervision. A Police inspector who has recently been engaged by the Bombay, Baroda and Central India Railway to supervise their watch and ward told us that he found the main problem was that of keeping the men awake. Many of them are given to pilfering and show little anxiety to prevent others from following their example. At one important station, the goods inspector told us the spirit prevailing was so bad that if a watchman wanted to do his work properly, the others would make it impossible for him.

At the larger stations the responsibility for supervision rests with jamadars who work under goods supervisors and superintendents, yard foremen, etc., but as a rule it is the station masters, assistant station masters and goods clerks who are responsible for maintaining discipline and seeing that the watchmen do their duty. Men of this class are not as a rule suited either by experience or by training for the control of outdoor watchmen, and the General Traffic Manager of the Bombay, Baroda and Central India Railway told us that one of the features of the re-organization of the watch and ward which he is now undertaking is the removal of control from the hands of the station staff. The same feature appears in the proposals which have been laid before us by Mr. Hindley, the Agent of the East Indian Railway. The large number of railway employees who are convicted of offences proves the want of discipline under present conditions, while the repeated demands made by non-official witnesses for the enforcement of discipline by means of deterrent punishments and for the transfer of control over the watch and ward to the police show that the slackness is a matter of public comment. The General Traffic Manager of the East Indian Railway suggests that statutory powers should be taken for the enrolment of watchmen and for the infliction of punishment for neglect of duty.

The police witnesses, who see more than the public of what goes on behind the scenes, are severe in their strictures on the want of discipline and organization among the watchmen. One Inspector-General describes station masters as the worst possible agency for supervision; another tells us that four-fifths of the crime comes from the defective supervision which at present exists. In several provinces we have been advised that the only remedy is to make over the duties to the police and we have heard repeated allegations that station masters use watchmen as private servants. We may note in passing that this criticism by police officers is not irresponsible criticism as in almost every province they have shown themselves ready to back their opinion by arranging for patrols in yards with the object of keeping the watchmen up to the mark, although under ordinary circumstances this is no part of their duty.

22. *Recommendations.*—The main defect in the watch and ward lies in the organization. There is ample evidence to justify the charge that the bulk of the pilferage and not a little of the theft is done by, or with the connivance of the railway staff*. If that is true, it is the railway staff that most needs watching and it is against all sound principles that the control of the watch should rest with them. Carried to its logical conclusion, this would mean the entire separation of the watch and ward from the railway, and this is what is proposed by the Inspector-General of Madras and the Inspector-General of Railway Police in Rajputana and favoured by a strong body of police opinion in Sind and Upper India.

We do not recommend that this course should be adopted. We accept the principle that the railways are responsible for the watch and ward of all property entrusted to their charge and any proposal to discard this principle would probably meet with opposition from all railways in India. Their protest would, we believe, find considerable support among experienced police officers and we are convinced that the substitution of police for watchmen would lead to increased friction. We should prefer to see the railway companies organize and improve their watch and ward staff as a railway unit. Some of the leading railway administrations are already moving in this direction. The Bombay, Baroda and Central India Railway have recently engaged the services of a retired Deputy Inspector-General for the re-organization of their watch and ward, the Agent of the East Indian Railway is in favour of similar action and on the North-Western Railway a scheme is under consideration.

What we have to aim at is to make the *chaukidar* a real watchman with a single eye to the interests of his employer. It must as far as possible be made easy for him to stand against the local influences which at present envelop him and lead him astray. It is quite unnecessary for this purpose to put him under police control. What is required is (i) to take the control out of the hands of the station staff, and (ii) to give the watchman a status which will increase his self-respect. Both these objects will be attained by the creation of a single force of watchmen on each line. It will probably be found convenient to include the watchmen of all departments, the Locomotive, the Carriage and Wagon and the Engineering as well as the Traffic department, but this is not a matter on which we are in a position to make a definite recommendation as we have not examined representatives of those departments. The note supplied to us by Mr. Hindley, the Agent of the East Indian Railway, expresses so well our own views in the matter that we reproduce it in full:—

"*I. Watch and Ward.*—The staff employed comes roughly under two heads. First we have the ordinary departmental *chowkidars* or night-watchmen employed to watch buildings, offices, and small workshops. These men are generally of a low type of intelligence and the protection they afford is very small. Their presence undoubtedly keeps away the casual thief at night, but no reliance can be placed on their ability to put up a defence against a determined aggressor.

"Secondly, there are the loosely organized bodies of *chowkidars* employed in the larger goods yards and sheds, such as at Asansol and Howrah. They are employed under the Traffic Department, working under the District Superintendent, and such knowledge of Police methods and discipline as is possessed rests almost entirely with the few men of the head constable or sub-inspector type who are in subordinate charge.

*In the Punjab, during the years 1918-1920, 408 railway servants were convicted—of these 134 were watchmen, 43 pointsmen, 34 clerks, and 197 'others' (including guards, firemen, menials, etc.)

"It is to be regretted that systematic thefts have occasionally been traced to individuals of this chowkidar staff and there have been other cases of actual collusion which indicate a necessity for improvement in control and discipline.

"Considering the large amount spent on this force and the good wages which are now being paid, I am of opinion that better results should be looked for and that it is necessary that the whole organization should be put on a better footing.

"It is necessary to introduce better methods of recruiting and discipline and to strengthen the supervising staff. I would advocate that the whole of the watch and ward staff (except such as are essentially departmental) should be placed under a supervising staff of officers and subordinates working as a separate Railway department. At the head of this branch it would be necessary to have a trained Police officer, who would be employed by the Railway and might at first work directly under the General Traffic Manager. Without expert Police knowledge to guide the Railway officials in business of this nature, I do not think much can be done, but to meet this difficulty I should like to have the services of a fairly senior Superintendent of Police lent to the Railway for say six months in order to organize the new department.

"It is probable that considerable economies might be effected in re-arranging the distribution of the watch and ward staff and clearly defining their work and duties and their relations to the work of other departments of the Railway. The Police Officer while on special duty in this connection would doubtless be able to give the Railway valuable advice as to improving other means of security of goods while in the hands of the Railway and by bringing to notice the weak spots in the arrangements for safeguarding goods generally."

Once organized, the force should be under a superior officer who might perhaps on the more important systems be given the rank of Deputy Traffic Manager. He would in some cases require an assistant and would everywhere have inspectors, sub-inspectors and havildars for purposes of local control.

The watchmen should be given a uniform as well as batons or *lathis*. They should have proper quarters in lines where they would be under discipline and they would, of course, be liable to transfer. They should be eligible for promotion and the prospect of promotion would be an incentive to efficiency. If the force were re-organized on each railway on these lines, we believe that the watchmen would feel that they were members of a force which had some position in the world and some reputation to maintain.

It is certain that a force like this would attract better men than the railways now secure. It is not unlikely that in some places re-organization would mean an actual economy in men, as for purposes of watch and ward, five men under discipline are better than an undisciplined troop of three times their number.

An effort would naturally be made to recruit the best men available for a force of this nature, and it is unnecessary for us to make any recommendations as to the class of men required.

We see no need at present for putting the force on a statutory basis, as some witnesses have suggested, or for making the members of it liable to the same penalties for neglect of duty as the police. We consider that the railway administrations have sufficient powers of punishment under their ordinary rules, and that the powers possessed by the watchmen for the defence of property and the arrest of offenders, both as railway servants under the Railway Act, and as private individuals under the Penal Code and the Code of Criminal Procedure, are sufficient for their requirements.

23. Questions of pay are excluded by the terms of our reference, but many of the witnesses—railway men as well as police officers, non-officials as well as officials—have pressed on our attention the view that the watch and ward are often under-paid. The feeling is that under-payment means tacit sanction to pilfer and we have heard several stories of menials going on strike when they thought that their prerogative was being infringed by what they regarded as excessive activity on the part of the police. The living wage varies in different parts of the country, and it would be dangerous to dogmatize without careful local enquiry, but the impression we have received is that in many places the pay given to the watchmen is less than a living wage. This is a view, we may add, in which many railway officials concur.

(ii) *The handling of goods.*

24. Abstraction in the course of legitimate handling is a common form of crime and the remedy for it lies in adequate supervision over the handling staff,

which includes the coolies and those who superintend them. It is unnecessary to describe at length the system of invoicing and tallying goods into and out of wagons, etc. No fault has been found with the system as it exists on paper. The weakness lies in the fact that in practice the safeguards are generally ignored.

25. During the handling stages the coolies are supposed to be supervised at small stations by the station masters, and at large stations by the loading clerks who are subject to general supervision by station masters, goods supervisors, etc. The evidence we have heard and our own observations indicate that the supervision over the coolies and over those who are supposed to superintend them is not very effective. We have found clerks trying to tally goods into ten wagons at once, we have seen loaded wagons ready for check in which the bags were so arranged that it would be impossible to detect a shortage without unloading, and we have seen wagons being loaded without any effective supervision at all. In practice what happens is that the clerk takes things on trust from the coolies and the station master from the clerk, and the wonder is perhaps not that so much goes astray as that so much comes safely through.

26. Except as regards actual handling the whole tendency of the railways is to rely not on supervision but on personal responsibility. The responsibility passes from hand to hand and the only safeguard lies in the check that is supposed to be made each time it passes. The loading clerk who has tallied the goods into the wagon remains responsible for them, provided the seals are intact, until the unloading clerk has unloaded them. Similarly, with luggage and parcels, the responsibility passes from the parcels clerk to the guard, and from the guard to the parcels clerk at destination, and each is expected, in his own interest, to make a check as he assumes responsibility. The chain of course lengthens with each transshipment. As a matter of fact in the majority of cases the check is perfunctory. As a guard said to us early in our tour, "The rules are all very well for the purpose of fixing responsibility, but if we followed the rules, no train would ever start: we have to take things on trust." And many others have told us the same thing.

27. Certain results follow from this system. It is easy to fix responsibility. The last man who signed for a missing parcel, or who accepted as sound a package which, on the next transfer of responsibility, is noted as having been tampered with, is responsible, but responsibility is not guilt and the system is not suited for locating guilt. The tendency, therefore, is for enquiries into missing goods cases to end with the location of responsibility. A debit may be imposed but it rarely represents more than a fraction of the value of the goods. The chances that the wrong man is being punished are too great to justify a debit of the full value. Dishonesty consequently is a fairly safe game, and it must be admitted that the complaint of the public on this score is not without foundation.

28. The view we take is that the system of responsibility without supervision has been pushed to extremes. So far as supervision over the handling staff is concerned we think a re-organized watch and ward should be able to render valuable assistance though the clerk's responsibility for what he signs for will not be affected. But we are also of opinion that there should be some systematized method of checking the work of those with whom responsibility rests. This duty might be entrusted either to the regular officers of the re-organized watch and ward or to special travelling inspectors. These men would make occasional surprise checks of the contents of loaded wagons before despatch or *en route*. In this way mistakes, whether deliberate or otherwise, would be discovered and enquiries started at an earlier stage than at present. Some railway companies have already taken action on these lines with useful results. There can be no doubt that short-loading and cross-loading are often deliberate, the station staff being in collusion with consignors or their agents.

As regards thefts from parcels or luggage *en route*, we think, in addition to the locking of vans, the system of employing travelling parcels clerks on passenger trains is one which might be considered by railway administrations.

29. Complaints have frequently been made that pilferage is facilitated by rough handling. With the improved supervision suggested by us, there should

be fewer of these complaints in future, and loading and unloading clerks should be made to understand that it is their duty to see that all packages are handled with due care.

30. *Handling contracts.*—On several lines the practice prevails of giving the contract for the supply of labour for handling goods to the station masters or goods supervisors. The official who takes the contract is paid at a fixed rate per thousand maunds handled, and the profits are a recognized source of income, yielding in some cases as much as Rs. 200 a month. We have, however, heard complaints that the rates sanctioned by the railway authorities have not everywhere kept pace with the rapid rise in wages, with the result that the officials who take the contracts are actually losing money.

Primâ facie, such a system is open to objection but it is on the whole surprising how little adverse criticism it has received. It has been denounced by several police officers in the United Provinces, and by one or two others in Bengal and the Central Provinces, but hardly a single non-official witness has said anything against it, while most railway officers tell us that it is a satisfactory working arrangement. Those who condemn it allege that it tempts the officials to whom the contracts are given either to under-pay their coolies on the understanding that nothing will be said about pilferage, or to compel merchants' coolies to work without payment on the same understanding.

We do not think the system a very satisfactory one. It appears to give official countenance to such abuses as occur and is calculated to put unnecessary temptations in a man's way. The evidence before us does not justify a general condemnation of the system in its practical application, but we find it difficult to believe that the coolies are in all cases paid a living wage, and we think that where the system is adopted, District Traffic Superintendents should take care that it is not abused. Similar vigilance is required where labour is supplied by private contractors.

CHAPTER V.

MECHANICAL IMPROVEMENTS FOR THE PROTECTION OF GOODS ON RAILWAYS.

(i) *Locking and riveting.*

31. In view of the great increase in the number of thefts and the value of the property stolen, it may seem strange that the security of almost all covered wagons depends in the last resort on a piece of string and a wax seal. Anyone who has the hardiness to cut the string or the skill to remove the seal with a hot knife has the contents of the wagon at his mercy unless the watchman is more than usually vigilant. The tin shackles and lead seals which are in use on certain lines are hardly more effective as a protection against the determined thief. Some railways have tried to increase the security of wagons by means of top fasteners, but they have not been found of any great use in practice.

32. In October 1919 a proposal to introduce a system of universal locking on all railways was considered by the Indian Railway Conference Association on a representation made by the Agent of the Bombay, Baroda and Central India Railway, extracts from whose letter are reproduced below:—

"I do not know what the position is on other Railways, but, on our own, there has been a very great increase in thefts from goods wagons during the past few years. Most of them are from running trains, not only from trains *en route* between stations but from vehicles standing in refuge sidings or in yards, and it seems necessary to take special measures to make these thefts less easy of accomplishment than they now are.

"As matters now stand, people who depend largely for a livelihood on what they can pilfer from trains, have a very rosy time. It is the simplest thing in the world for a man to steal from an open wagon and almost as easy to steal from a covered wagon.....

"I think it is time that all Railways took steps to provide locks on covered wagons, and so far as is possible, discontinue the use of open stock for the carriage of goods which attract thieves...."

The resolution adopted by the Railway Conference after inspection of different locks, was as follows :—

“That this Conference is of opinion that the wagon lock proposed by the East Indian Railway is the best which has so far been designed, and recommends that it be given a thorough trial on all the broad-gauge Railways.”

33. Little practical effect appears to have been given to this resolution. Several of the railways seem to have altered their views regarding the suitability of the East Indian Railway lock (Ellis' Patent) and have been looking about for something more satisfactory. Meanwhile theft continues and on a greater scale than ever, and failure to take immediate action on the resolution of the Conference has resulted in the loss of many lakhs of rupees to the railways and the public.

34. We regard the effectiveness of locking or riveting as established beyond dispute. It is in evidence that these methods of securing wagons containing piece-goods between Cawnpore and Lucknow, and between Kharagpur and Shalimar, from Sabarmati northwards on the Bombay, Baroda and Central India metre-gauge, and from Karachi to the borders of the Punjab on the North-Western Railway, have reduced thefts almost to the vanishing point. The South Indian Railway have been experimenting with three different types of fastenings none of which is either a lock or a rivet. About 130 wagons have been fitted with one or other of these fasteners and though they have been in use for some months, not a single case of theft from any of the wagons has yet been reported. On the East Indian Railway, a patent lock has been in use for a month for certain classes of consignments between Howrah and Mokameh with the same result.

We have inspected during our tour, the following patent locks and other devices for securing wagons :—

- (i) The Empire door lock,
- (ii) The Crowden combination lock,
- (iii) The Monthero lock,
- (iv) The Travers Philips patent,
- (v) Pereira's locking apparatus,
- (vi) The Universal spring lock (Ellis' patent),
- (vii) Mr. Bhagwant Narayan Tandon's safety lock,
- (viii) Dr. Amarendra Nath Bose's automatic safety lock,
- (ix) The Copley Devon lock,
- (x) Grogan's patent.

We have also examined the “F” type of wagon on the South Indian Railway and the system of riveting which has been tried with success on the North-Western and Bombay, Baroda and Central India Railways.

The Committee do not feel competent to express an opinion on the comparative merits of the different patents. They venture to suggest, however, that much valuable time is being lost by the railways in endeavouring to come to a decision on this point, and they would suggest as a business proposition that all railway administrations should adopt, as soon and as widely as possible, a simple system of riveting. It requires little alteration of existing fasteners, will cost little to introduce and to maintain, and can be abandoned without appreciable sacrifice should wider experience reveal defects.

The Committee attach great importance to this recommendation. Some system of locking or riveting is essential if running train thefts and thefts from wagons standing in yards are to be prevented, and they think that railways will be incurring grave responsibility if they defer action any longer. On certain sections where gradients are very steep, as on the ghats above Bombay, it will still be necessary at times to supplement the protection given by riveting, by means of vigorous concerted action on the part of the railway and the district police.

(ii) *Protective plates.*

35. As already mentioned a large number of wagons have been fitted with these plates as a protection against the slitting of bags through the flap door. They have been found effective and should be fitted wherever possible. This will not entail heavy expenditure.

(iii) *Lighting, fencing and shed accommodation.*

36. Lighting is generally inadequate. At some of the larger yards and stations high power lamps have been provided, and more would have been done but for the difficulty in obtaining the requisite materials. At several places we visited, improvements were expected at an early date.

The oil lamp which is the only practicable means of illumination at the smaller stations is unsatisfactory. It gives a feeble light even under the most favourable conditions, and we have heard complaints that stations are kept in darkness as the staff misappropriate the oil.

The inadequacy of the arrangements is recognized by railway administrations and improvements should be pushed on as fast as financial considerations allow. As one witness put it, "a flood of light is the best chaukidar."

37. Expensive walls and fences have been constructed in a few places, but our experience is that they are often not maintained in a proper state of repair. Gaps are made in walls, and battens or palisades are wrenched aside to give access to the yard. Most of the station yards—some even of the largest—are public thoroughfares, and there are very few indeed where there is anything more formidable than wire fencing to keep out trespassers. Except in the case of yards which are situated in thickly populated quarters of cities and bordered by main roads, the Committee do not attach much importance to the provision of costly thief-proof fencing. The main thing is to provide an efficient watch and ward.

38. As regards shed accommodation, this is in many cases inadequate, but the Committee recognize that financial considerations have largely prevented railway administrations from keeping pace with the growth of traffic in the provision of covered accommodation and closed sheds for the better security of goods awaiting despatch and delivery.

(iv) *Protection of parcels.*

39. The provision of moveable cages for the better protection of parcels at stations calls for early consideration. The suggestion was made to us by the Assistant Inspector-General of Police, Punjab, and the Agent of the North-Western Railway expressed himself in favour of it.

CHAPTER VI.

MISCELLANEOUS (RAILWAYS).

(i) *Risk-notes, claims, etc.*

40. There is a general feeling among the public, which is shared by some of the police witnesses, that the wide protection given to railways by the different forms of risk-note indirectly encourages theft. It is assumed by those who have this feeling that railway employees know what classes of goods are generally carried at owner's risk and think that there is less chance of a searching enquiry being made where the railway is protected.

We have not been able to obtain any figures to show whether consignments booked at owner's risk are more subject to pilferage and theft than others, and any figures that the railways could furnish would be incomplete as many cases are never reported. But railway officers deny that the handling staff can distinguish between consignments sent at owner's risk and those sent at railway risk, and on the evidence before us, we are unable to hold that less care is taken by railway administrations of the former than of the latter. Our criticisms of the arrangements made for security in transit apply equally to both classes, and we have elsewhere expressed the opinion that departmental enquiries into losses are not as a rule deterrent in their effects, as they aim at fixing responsibility rather than guilt.

41. Another allegation of a like nature is that claims are treated in such a way as to put a premium on theft. There is no doubt that claims are not always disposed of as promptly as they might be, and that the two months rule laid down by the

Railway Conference Association is not very strictly adhered to, but the allegation is one which is incapable of being tested, and in view of the great facilities for pilferage which exist, it is difficult to believe that the temptations could be sensibly increased by the feeling that the disposal of a problematical claim would take six months instead of three.

42. There is more, we think, in the charge that pressure is put on consignees to give clear receipts where pilferage is suspected. We have had indisputable evidence that clerks and others often think it their duty to their employers to protect them in this way against possible claims. This practice must lead to the burking of complaints, and may in this way encourage theft, and we think that railways in their own interest should take steps to check it.

Another frequent complaint is that the difficulty of obtaining 'open delivery' delays the discovery of pilferage and to that extent reduces the chance of the culprit being caught and punished. As a rule, packages cannot be opened before delivery except in the presence of traffic inspectors, or at the larger stations, goods supervisors, and station masters, and it often happens that some time elapses before a duly authorized officer can attend. We see no reason why greater facilities should not be granted for the opening of packages in the presence of a responsible railway official, where the consignee suspects pilferage.

(ii) *Thefts of fruit and liquor.*

43. We have heard complaints all over India of the wholesale way in which consignments of fruit are pilfered. We have referred above to the admission made by the Oudh and Rohilkhand Railway that hardly a single parcel goes through to its destination without suffering some loss. The importance of the matter has, we understand, been impressed on all railway administrations by the Railway Board and has been discussed by the Indian Railway Conference Association. There is no doubt that the flimsy packing of the fruit makes pilferage very easy. We have ourselves seen many baskets in which the fruit was actually exposed. Some railway administrations have tried to induce consignors to pack their fruit in stronger crates or cases by offering to carry the "empties" back free of charge, but little good, we understand, has resulted from this offer. Among the measures which have been adopted on various railways for the greater security of packages of fruit may be mentioned supervision at transshipment points by special officers, locked vans and parcels express trains. With an improved watch and ward, losses should be diminished, and we think that useful results might be obtained by the employment of detectives, and by the use of cages for the safe custody of packages of fruit while awaiting despatch and delivery and while lying on platforms at transshipment stations.

44. Consignments of liquor also are frequently tampered with, but special precautions are now taken and apparently with good results, though pilferage is still fairly common. The Great Indian Peninsula Railway, we were told, put their own fastenings and seals on the cases. On the East Indian Railway, cases containing liquor are kept under lock and key as far as possible until delivery, while on the Madras and Southern Mahratta and the Eastern-Bengal Railways special instructions have been issued for the weighing of all such cases at transshipment stations. The extraction of one or more bottles out of a case takes time, but opportunities arise when the case is lying at a station before despatch or before delivery, or while it is in a van or at a transshipment station. The use of cages, the employment of travelling inspectors and detectives and the loading of cases containing liquor as far as possible in fast through vans, will tend to reduce still further the pilferage of liquor.

(iii) *Thefts of railway material.*

45. Thefts of railway material, fittings, etc., have become very common during the past few years. Mr. Hindley, the Agent of the East Indian Railway, has submitted an interesting note on the subject. Many wagons, he says, are rendered unfit to run, and there has been a serious slowing down of traffic. He attributes the rapid growth of this form of crime to the rise in the value of metal in consequence of the war. Thefts were at first confined to brass fittings belonging to the vacuum brake gear. When these were replaced by iron and steel, the thieves turned their attention to bolts and nuts, and Mr. Hindley believes that large quantities of pilfered bolts and nuts were tendered in fulfilment of contracts given by the Munitions Board. Property of this kind is hardly capable of identification, and conviction

consequently is difficult. From the bolts and nuts of axle-boxes the thieves went on to cotton waste and oil from the box itself, and thousands* of wagons have been stripped of their axle-box covers and the necessary packing. The latest development is the removal of brake-blocks, brake-rods, screw-couplings, vacuum brake hose pipes, etc. The figures given for the East Indian Railway would be almost incredible were they not well authenticated. We reproduce them below :—

	1917-18.	1918-19.	1919-20.
Axle-box face plates	66	55,562	85,588
	Cwts.	Cwts.	Cwts.
Bolts and nuts	2,251	1,176	1,993
Cotton waste soaked in mineral oil	6,350	12,657	19,335
Cotton waste soaked in castor oil	964	1,192	1,326
Cotton waste	958	1,937	3,381
	Galls.	Galls.	Galls.
Castor oil	19,142	24,428	24,702
Mineral oil	75,103	154,842	233,197

On the Eastern Bengal Railway we heard complaints of thefts of electrical fittings, brass work and cushions, as well as of nuts and cotton waste. At Naihati we were told that the consumption of cotton waste had risen from a hundred weight to a ton a month. On the Great Indian Peninsula Railway, at one period in 1920, 50 per cent of the axle-box covers on the wagons were missing.

46. The remedies suggested by Mr. Hindley are :—

- (i) the extension of the jurisdiction of the railway police to the private sidings in the colliery areas, where much of the thieving is believed to take place,
- (ii) more effective co-operation between the railway police and the district police, and
- (iii) legislation for the colliery areas on the lines of section 2, Howrah Offences Act, 1857, in order to enable the police to deal adequately with cases of suspicious possession.

As regards the first of these, the responsibility of the railways for protecting their own property must not be lost sight of and with the improvement of the watch and ward which we hope will be taken in hand at an early date, prevention should be more effective than it is at present. We think that the railway police, from the nature of their training and experience, are better qualified to deal with thefts of railway material than the district police, and that Mr. Hindley's suggestion deserves consideration by local Governments and by the owners of the sidings in question.

With regard to the second suggestion, we agree that co-operation between the railway police and the district police is essential. The property stolen all passes beyond railway limits, and local smiths, as Mr. Hindley informs us, display great ingenuity in adapting wagon fittings for household and other purposes.

47. The third suggestion requires more detailed treatment. The Police Acts in force in the Presidency towns and the Howrah Offences Act, 1857, provide that whoever has in his possession anything which there is reason to believe to have been stolen or fraudulently obtained, shall; if he fails to account for such possession to the satisfaction of the Magistrate; be liable to fine or imprisonment. Not long ago, the Bengal Chamber of Commerce pressed for the extension of legislation on these lines to the colliery districts of Bengal and Bihar and Orissa. They pointed out that the reason for the inclusion of these provisions in the Calcutta

*The total number of wagons of all kinds on the broad-gauge railways of India was 134,627 at the close of 1919-20. Complaints are fewer on the metre-gauge lines.

Police Acts in 1910 was that it had been found very difficult to obtain convictions under the ordinary law in the absence of means of proving the ownership of the goods. They suggested that an Act might be passed by the Indian Legislature authorizing local Governments to declare that these provisions should apply to such industrial districts within their jurisdictions as they might think fit. In 1919, the Upper India Chamber of Commerce, in addressing the United Provinces Government with a similar recommendation, urged that the pilfering of cloth, yarn, stores, leather, thread, brass machine parts, electrical and other fittings was constant at Cawnpore and could not, under the ordinary law, be adequately checked. Several witnesses in Madras, Bengal and Bihar and Orissa have pressed on us the need for legislation of this nature in important centres and the Mysore Chamber of Commerce have suggested it as a remedy for the state of affairs existing at Bangalore.

The general question has recently been before the Government of India and it has been decided that the question of legislation on the lines proposed should be left to provincial legislatures. The question will no doubt be dealt with in accordance with local needs, but we venture to leave on record the results of our own enquiries.

48. The position is undoubtedly difficult. A man is caught walking away from a station yard with a basket of coal on his head or half a dozen mangoes in his sheet or even with an electric bulb in his hand. Unless the prosecution can prove from which wagon, package or vehicle the accused person obtained the property in his possession, no court will convict, and it is obvious that in many cases the proof required cannot be furnished.

We have made enquiries as to the extent to which the various sections are used in connection with railway crime at present. At Howrah, in the two years 1919 and 1920, there were over 800 cases. At Sealdah and Chitpur there were 114, while at the railway stations in Bombay city there were only 18 and at those in Madras only 14. The Presidency Inspectors-General are unanimous as regards the value of the sections in question, though it does not appear that in Madras or in Bombay they are much utilized in connection with railway crime. The utility of the provision, however, is not to be measured entirely by the number of cases in which it is enforced. It is not one which should be applied universally and our experience is that the demand for its application is confined in the main to industrial centres in Madras, Bengal, the United Provinces and Bihar and Orissa. The improvement of the watch and ward and the occasional use of detectives should make pilferage more difficult, but it is in connection with thefts of railway material that the case for legislation is strongest. As a rule, the nature of the property itself will be almost sufficient to establish the presumption of wrongful possession, and the grave inconvenience to the public, to say nothing of the danger, involved in many of these thefts may be taken as an additional argument for legislation.

CHAPTER VII.

THE RAILWAY POLICE.

(i) *Personnel.*

49. There is a general feeling that the quality of the force leaves much to be desired; that the Superintendents are not as a rule selected for their merits and that the subordinate officers and men are often those who are not wanted elsewhere. In fact, several of the witnesses have not hesitated to describe the railway police as 'a dumping ground for inefficients.'*

50. The railway police superintendencies are not generally regarded as equal in importance or interest to the heavier district charges. The figures

*The officers in every province are borne on the general provincial cadre. The rank and file in the United Provinces and the Central Provinces are recruited from the district police. Elsewhere recruitment is direct, except in the Punjab where there is a mixed system.

below compare the average work in districts and railway charges in Madras and the United Provinces :—

Province.	Average number of cases in 1919.	Murder.	Poisoning.	Dacoity.	Robbery.	House breaking.	Theft.
Madras	Per district	36	..	36	42	532	866
	Per railway district ..	3	..	1	2	29	1,463
United Provinces ..	Per district	18	1	34	22	1,560	681
	Per railway district ..	1	6	6	5	18	2,646

It will be observed that crime on the railways is for the most part restricted to a few varieties of one particular offence, namely, theft. The work is, therefore, apt to be monotonous. Further the lack of success in dealing with crime is disheartening. In 1918 on the railways only 20 per cent of the cases reported resulted in conviction as compared with 30 per cent in the districts. Where reports were investigated, the railway police were successful in 25 per cent of the cases (1919) and the district police in 45 per cent (1918). Thefts from running goods trains are perhaps the most important class of crime the railway police officer has to deal with. In 1919 convictions were obtained in 5½ per cent of the cases reported. In the United Provinces, there were 31 convictions in 1872 reported cases, a percentage of 1·7. In 1915, there were only 10 convictions in 1424 cases.

This want of success is due partly to the conditions of railway crime, especially to the difficulty of localizing thefts from running trains, but also in part to the defects in the investigating agencies and the lack of machinery for improving unprogressive methods.

These considerations are sufficient to explain why railway police work does not attract the best men. They affect not only superintendents but officers of all grades.

51. As regards the subordinate officers, we have been told in the United Provinces where all the divisional inspectors are Europeans and Anglo-Indians, that the pick of the European schools now go into Government offices or the railways where the prospects are more attractive, and that it is very difficult to get candidates for the police. Sergeants with little experience or education are promoted to inspectorships, and are expected to control investigations and maintain discipline.

As regards the subordinate Indian officers, the head constables and constables, the answers to the questions we put to police officers about the popularity of service in the railway police appear to show that its popularity varies in different provinces and sometimes even in different parts of the same province. In several provinces the lightness of the work and the concession of free leave passes have been mentioned as attractions. One of the Superintendents in Bihar and Orissa told us that he had twenty to thirty applications for each vacancy. In parts of Bombay it appears that there is no lack of candidates. In Bengal, the Inspector-General stated that the men protest strongly against transfer to the district police, and in the North-West Frontier Province, the life of a railway policeman is said to contrast favourably in point of comfort and safety with the life of a district policeman.

More frequently, however, the feeling appears to be that the balance of hardship and discomfort is against the railway policeman, especially in the case of subordinate officers. If we may judge by the evidence of the Indian officers who have appeared before us, the railway police service is distinctly unpopular in the Central Provinces, the United Provinces,* and Assam and somewhat less so in the Punjab. The night travelling, followed by uneasy repose in a corner of the platform, the irregular meals and long hours are substantial drawbacks.

* In answer to a recent test-call for volunteers for the railway police in one of the districts of the United Provinces, out of 41 sub-inspectors, 52 head constables and 461 constables, only one sub-inspector and 15 constables responded. The Superintendent informed us that the 15 constables were members of the armed police who were tired of shouldering a musket and that the sub-inspector was a man whom the District would willingly have parted with.

In Sind there is some dissatisfaction about quarters, and in several provinces we have heard of the discontent caused by the withdrawal on certain railway lines of the concession of leave passes* and by the practice of giving duty passes to police officers for a class inferior to that by which they are entitled to travel under the Civil Service Regulations. Less substantial but not less keenly felt grievances are that the police officer in the district enjoys greater prestige and the railway official of corresponding rank draws higher pay.

There are, however, other reasons militating against the popularity of the railway police which are entitled to greater respect than mere considerations of comfort or prestige. We have already referred to the disheartening character of the work and its monotony, and capable officers feel that they have not the same chances as in a district. In two provinces, no sub-inspector can hope for promotion in the railway police—in the United Provinces because all the divisional inspectors are Europeans, and in the Punjab because divisional inspectorships have been abolished.

52. In these circumstances, it is only natural that the quality of the subordinate officers and men should in most provinces leave something to be desired.† Except in Bengal and Bihar and Orissa, it is true that the rank and file are better educated in the railway than in the district police. This is satisfactory so far as it goes but what experienced officers in several parts of the country have told us is that every railway constable should be literate in the vernacular of his province and that every sub-inspector should possess a competent knowledge of English. How far the rank and file fall short of this standard is apparent from the figures in the margin. The fact is that for railway work

PERCENTAGE OF LITERATE HEAD CONSTABLES
AND CONSTABLES IN 1918.

Province.	Railway Police.	District Police.
Madras	100	86
Bombay	84	} 44
Sind	50	
Bengal	57	70
United Provinces ..	24	23
Punjab	54	31
Bihar and Orissa ..	14	57
Central Provinces ..	58	30
Assam	36	28
North-West Frontier Prov- ince.	27	21
Total	57	48

a superior class of man is wanted. The railway constable has to deal with persons of all classes and lives much in the public eye. His platform duties call for the exercise of tact and *savoir faire*, and when patrolling or investigating he is in touch with the subordinate railway staff who are apt to be jealous and obstructive. He cannot check a seal or examine a label without some knowledge of English characters and it is impossible to follow the recorded movements of a burgled wagon without going through documents which are written in English.

53. The improvement of the railway police is partly a question of *personnel*,‡ and local Governments will no doubt continue to do what they can to make the department attractive by the grant of allowances, the provision of quarters and the removal of legitimate grievances. But the quality of the officers must in the long run depend more on the importance and interest of the work they have to do than on anything else. If the work itself is unimportant, no Inspector-General with an eye to the economic disposition of his forces will send his best men to the railway: if it is uninteresting, the best men will try to avoid it.

The present position is, we believe, largely due to the fact that railway police work has never been properly exploited. Owing to the great increase in running train thefts it has recently assumed an importance it never had before. No railway charge is without cases and problems which will appeal to the skilful police officer when he is properly equipped for his duties, and when each province has, as recommended by us in chapter IX, its own detective and investigating agency for railway police work, the attractions of the railway police will no longer suffer by comparison with those of a district charge.

* Under existing arrangements, railways are not obliged to grant free leave passes to members of the railway police. Up to the present, the concession has been withdrawn on two lines only. There is a good deal of feeling about it among the railway police affected by the withdrawal and they misinterpret it as an unfriendly act on the part of the railways. One local Government has solved the difficulty by paying for the tickets itself.

† In view of the allegations frequently made against the honesty of the railway police it is interesting to note that (excluding Baluchistan, Hyderabad and Rajputana) only 33 members of the different forces have been convicted during the last three years.

‡ Mr. Naik suggests the employment of graduates, as far as possible, as Sub-Inspectors and Inspectors, with a view to improving the morale and efficiency of the service. He realizes that this would mean an increase in pay and is to that extent beyond the terms of reference, but he expressly desires that his views on this point should be brought to the notice of Government.

CHAPTER VIII.

THE RAILWAY POLICE—*contd.*(ii) *Organization.*(a) *Historical retrospect.*

54. In this chapter we propose to give in outline, so far as the materials at our disposal permit, the history of the different systems of organization which have been applied in the different provinces down to the present time. Before doing so, it will be convenient to explain what is meant by the terms which we shall use to describe the various systems which have been tried or suggested.

Under the district system, there is no separate railway police force, and the district police are responsible for the policing of the railway line within the limits of each district. *Under the provincial system*, there is a separate railway police force for all railway lines within the limits of a single province. *Under the railway administration system*, a railway or a group of railways is constituted a single police charge. This system is not necessarily inconsistent with the provincial system, as there are some railways in India which are confined to a single province, but its distinguishing feature is that it disregards provincial boundaries where a railway runs out of one province into another. It thus, in the words of the Police Commission, "involves a police force under one local Government working within the jurisdiction of another." In the sketch which follows we shall, except where otherwise indicated, apply the term railway administration system only to cases involving the exercise of extra-territorial jurisdiction.

The three systems described above have all been tried. The *imperial system* which is a development of the railway administration system, has not. Under it, the railway police forces on the different railways, would be converted in whole or in part into an imperial force, under an imperial Inspector-General, who would be controlled by the Government of India.

55. These four systems fall naturally into two groups, according as they do or do not contemplate extra-territorial jurisdiction, and it is round this point that controversy has centred. The great majority of the police witnesses hold that the co-operation with the district police which is essential to the success of the railway police, cannot be secured in the same degree when the railway police are working outside their own province, and in this view they have the support of such local Governments as have given us their opinion. Most of the railway witnesses, on the other hand, suggest that such co-operation as exists will not be diminished if provincial boundaries are ignored, while a system under which each railway administration would have to deal with a single force employing uniform methods from one end of its line to the other would be more convenient for them.

The railway administration system was recommended by the Railway Police Committee of 1882, subject to a reservation in favour of the provincial system where a line lay almost equally in two provinces. During the next twenty years, it was widely adopted. Its general acceptance led to the passing of Act III of 1888 which for the first time gave statutory recognition to extra-territorial police jurisdiction and the North-Western Provinces Committee of 1891 recommended that it should be carried to what may be regarded as its logical conclusion in imperialization. The system was condemned, however, by the Police Commission of 1902-03, and was discarded in favour of the provincial system, apparently with the approval of almost all concerned.

56. The distinction between what are known as the duties of (1) crime (or 'law') and order, and (2) watch and ward, is an old one and was recognised by the committee of 1872. It was the Committee of 1882 which obtained the recognition of the principle that the railways should employ their own watchmen for the duties of watch and ward, instead of paying for police to perform them. This principle has ever since been maintained. The fullest statement of the duties falling under the two heads is given in paragraph 48 of the report of the committee of 1907, which is re-produced in Appendix B.

MADRAS.

57. Prior to 1899 there were no separate railway police in Madras but police constables working under the District Superintendents kept order at stations, received complaints from passengers or railway officials, and took offenders into custody. The investigation of offences was entirely in the hands of the district police.

A separate force of railway police was created for the presidency in 1899 under a Superintendent who had an Assistant in charge of the Southern Mahratta Railway. In 1906 a second Superintendent with headquarters at Trichinopoly was put in charge of the South Indian and Southern Mahratta Railways, and in the same year a Deputy Inspector-General was appointed for Crime and Railways as recommended by the Police Commission. In 1909 the jurisdiction of the Southern Superintendent was restricted to the South Indian Railway, leaving the other lines to the Superintendent stationed at Madras.

Madras has thus had experience of both the district and the provincial systems. The arrangement on the South Indian Railway is the railway administration system, without the characteristic feature of extra-territorial jurisdiction.

BOMBAY.

58. The Committee have not been able to ascertain the history of the arrangements made for policing railways in the Bombay Presidency before 1882. But by that date a separate railway police force had been constituted which was responsible for the duties of watch and ward as well as for those of crime and order. On the Bombay, Baroda and Central India Railway, the police also nipped tickets, checked the contents of wagons and called out the names of stations.

The railway police force at this period was a purely provincial one.

In 1882 the portion of the Rajputana-Malwa Railway which lay in the Bombay Presidency north of Ahmedabad was under the District Superintendent, Ahmedabad. In the following year a Superintendent was appointed for the whole of the Rajputana-Malwa Railway with headquarters at Jaipur, and in 1889 the system was created a single police district under the Lieutenant-Governor of the Punjab. The control was transferred in 1891 to the Government of Bombay, and again in 1908 to the Agent to the Governor-General in Rajputana.

Up to 1892 the Sind district police were responsible for the policing of the North-Western line in Sind, but in that year the Punjab Government assumed charge. This section of the line was re-transferred to Bombay in 1908.

In 1908 the Rajputana-Malwa system was transferred to the control of the Agent to the Governor-General in Rajputana, and in the same year the Sind section of the North-Western Railway was re-transferred to Bombay.

Bombay has thus seen both the provincial and the railway administration systems in operation, and the working of the latter system in Sind was cited by the Police Commission as the worst instance of its defects.

59. As regards the internal organization of the railway police, we find that by 1902 there were four railway police districts, comprising respectively, the Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta and Rajputana-Malwa Railways. The four Superintendents appear to have worked directly under the Inspector-General, but in 1905 in accordance with the recommendations of the Police Commission, they were placed under the administrative control of the new Deputy Inspector-General for Railways and Crime.

In 1906 the charges of the Great Indian Peninsula and the Madras and Southern Mahratta Railways were amalgamated, and the transfer of the Rajputana-Malwa Railway in 1908 left the Presidency with only two police districts. In 1910 owing to pressure of Criminal Investigation Department work, the railways were transferred to the Range Deputy Inspectors-General.

The railway police continued to be responsible in Bombay for watch and ward duties long after they had relinquished them in other provinces, and it was not till 1912 that the duties were finally transferred to railway watchmen.

BENGAL.

60. The railway police on the East Indian Railway in Bengal dates from 1867. A few months after it was created, it took over the duties of watch and ward which it continued to discharge until they were transferred to the railway in consequence of the recommendations of the Railway Police Committee of 1882.

After the creation of the province of Bihar and Orissa in 1912 the policing of the East Indian Railway within the limits of the new province remained with the Government of Bengal until 1916.

The Eastern Bengal Railway is an amalgamation of several small lines. The old Eastern Bengal Railway running from Calcutta to Rajbari had its own police force. Criminal cases were handed over to the district police for disposal. On the Northern Bengal State Railway, on the other hand, the district police were responsible for watch and ward as well as for the maintenance of order and the investigation of crime. In 1885 a railway police force was sanctioned for the whole of "the Eastern system of Railways," but in accordance with the policy which had recently been adopted, its duties were confined to the maintenance of law and order.

We have not been able to trace the beginnings of the railway police on the Bengal-Nagpur Railway, but in 1901 the line so far as it lay within the limits of the Presidency, was policed by the railway police force of Bengal. After the severance of Bihar and Orissa in 1912, it was arranged that the railway police of the new province should be responsible for the policing of about 235 miles of the Bengal-Nagpur line in Bengal, the most important section of which was that between Khargpur and Howrah.

On the Bengal and North-Western line a railway police force was sanctioned for the Bengal portion in 1885. There is now no part of this line in Bengal, and since 1912 the Bihar police have been responsible for the Bihar portion of the line.

The history of the policing of the Assam-Bengal Railway is given in paragraph 68 below.

Bengal has thus had a wide experience of the different systems of railway police administration. It has known the district system, the provincial system and the railway administration system. It still exercises to a limited extent extra-territorial jurisdiction in Bihar and Orissa and Assam, and it still has the police of those two provinces working within its own boundaries.

61. As regards internal administration, it appears that as long ago as 1872 there was an Assistant Inspector-General for the Bengal portion of the East Indian line. In 1901 there were two Assistant Inspectors-General, one for the East Indian, Bengal-Nagpur and Bengal and North-Western Railways and the other for the Eastern Bengal State Railway system. In 1906 in accordance with the recommendations of the Police Commission, the control of the railway police was transferred to the newly appointed Deputy Inspector-General, Crime and Railways. In 1917, however, the duties of the Deputy Inspector-General in connection with crime had grown to such an extent that it was found necessary to transfer the control of the railway police to the Ranges.

UNITED PROVINCES.

62. In 1867 a railway police force under an Assistant-Inspector General was constituted for the 788 miles and 70 stations of the East Indian Railway which fell within the borders of the North-Western Provinces. Not many months elapsed before the provinces had their first experience of extra-territorial jurisdiction, as in the following year, the railway police assumed control of the East Indian line in the Central Provinces as far as its terminus at Jubbulpore, and the Punjab Government made itself responsible for the policing of the Sind-Punjab-Delhi line from Ghaziabad to Sarsawa through the districts of Meerut, Muzaffarnagar and Saharanpur. Additions were made to the extra-territorial jurisdiction of the North-Western Provinces railway police in 1882 when they took over from the Rajputana State railway police the Scindia State Railway running from Gwalior to Agra, in 1838

when they took over a portion of the Indian Midland Railway, and again in 1892 when they extended their control on that line as far as Itarsi, and assumed charge of the Delhi-Umballa-Kalka line in the Punjab.

Meanwhile there were several railways in the North-Western Provinces—the Oudh and Rohilkhand and the group of small railways which went to make up the Rohilkhand and Kumaon Railway in its present form—which had no railway police at all. On these railways, the district system remained in force until the reorganization of 1892, consequent on the recommendations of the provincial police committee of 1891. These lines were then brought under the jurisdiction of the provincial railway police.

Wherever opportunity offered, extra-territorial jurisdiction was extended, up to the very eve of the abandonment of the railway administration system. In 1904 the United Provinces railway police assumed charge of the Kalka-Simla line and in 1905 of the Agra-Delhi chord.

The years following the acceptance by Government of the provincial principle were a period of wholesale rendition. In 1906, the Delhi-Umballa-Kalka and the Kalka-Simla Railways were surrendered to the Punjab, which in its turn relinquished control of the portion of the North-Western Railway which fell within the limits of the United Provinces. In 1910 the sections of the Indian Midland Railway over which the railway police of the United Provinces had exercised extra-territorial jurisdiction, and the Sutna-Jubbulpore section of the East Indian Railway were taken over by the Central Provinces, while the policing of Delhi station and the Punjab portion of the Agra-Delhi chord was transferred to the Punjab in 1911.

63. The railway police were at first organized under an Assistant Inspector General. A Deputy Assistant was added in 1891, and in accordance with the recommendations of the provincial committee which sat in that year, the titles of the two officers were changed to Deputy Inspector-General and Superintendent, respectively. The whole of the railways in the province were at the same time divided into three sections, of which the Northern and Southern were under Superintendents while the Deputy Inspector-General himself was in direct charge of the Central. These sections, it should be mentioned, were so arranged that no railway should have to deal with more than one Superintendent in the United Provinces. This principle has been observed ever since.

In 1906, in accordance with the orders of the Government of India on the report of the Police Commission, the Deputy Inspector-General of the railway police was put in charge of the Criminal Investigation Department and a separate Superintendent was appointed for the Central section. In 1909, the local Government asked for a separate Deputy Inspector-General for railways on the ground that the special work of the Criminal Investigation Department left the existing Deputy Inspector-General no time to devote to his duties in connection with the railway police. Sanction was refused, but in 1918 an extra Deputy Inspector-General was appointed as a temporary measure. The opportunity was taken to relieve the Deputy Inspector-General in charge of the Criminal Investigation Department of his railway duties, and the charge of the railways was combined with that of the new fourth Range which comprised only seven districts. This is the arrangement which is in force at the present moment.

PUNJAB.

64. The railway police force on the Sind-Punjab-Delhi Railway, now the North-Western line from Delhi to Multan *via* Meerut, Ambala and Lahore, was first constituted in 1868, and was placed under an Assistant Inspector-General, who was under the control of the Punjab Government, though for about a quarter of its length the line ran through districts belonging to the North-Western Provinces. Thus the system adopted at the outset in the case of this line was the railway administration system.

With the further development of railways in the province and the opening up of communications with Sind *via* the Indus Valley State Railway (afterwards incorporated in the North-Western Railway), the Punjab Government adhered to its preference for this system, and in spite of the orders

contained in Home Department Resolution No. 69—72 of the 28th February 1879, in which the Government of India ruled that "the police force entertained on any State railway should form a part of the regular district police," they submitted, within a few months of the issue of that resolution, a proposal that the whole of the line from Karachi to the borders of the Punjab should be included in the jurisdiction of the Punjab railway police, which, they desired, should be constituted as a single force, distinct from the district police. The Government of India gave way as regards the introduction of the district system, but there were at the time legal difficulties in regard to extra-territorial jurisdiction, and though these were removed by the Police Act of 1888, it was not until 1892* that the whole of the North-Western Railway, excluding the portion in Baluchistan, was created a single police district under the Lieutenant-Governor of the Punjab.

Up to this date, the only other railways in the Punjab were the Rajputana-Malwa State Railway, which ran from Delhi *via* Rewari into Rajputana, and the Rewari-Ferozepore State Railway constructed in 1883. In 1882, when the railway police committee made its report, the railway police on the Punjab section of the Rajputana-Malwa Railway were under a Political Assistant who resided at Jaipur, but in May 1883, a Superintendent was appointed for the whole of the Rajputana-Malwa Railway. These officers were not subject to the control of the Punjab Government, but in September 1883, it was decided by the Government of India that on the Rewari-Ferozepore line, excluding the station of Rewari, the Punjab Government should be the controlling authority. After the passing of the Act of 1888, the Rajputana-Malwa and the Rewari-Ferozepore Railways were created a single police district under the Lieutenant-Governor of the Punjab.†

These orders, which gave the Punjab Government jurisdiction up to Ahmadabad, remained in force for less than two years. As a result of representations made by the Bombay, Baroda and Central India Railway (which had taken over the management of the other two lines), control of the Rajputana-Malwa Railway and the Rewari-Ferozepore Railway was in 1891 transferred to the Government of Bombay. ‡

On the construction of the Delhi-Umballa-Kalka line, the jurisdiction of the North-Western Provinces railway police was extended into the Punjab, and when the North-West Frontier Province was created in 1901, the jurisdiction of the Punjab railway police over the trans-Indus portions of the North-Western line was retained.

The railway administration system, with its frequent accompaniment of extra-territorial jurisdiction, was thus given ample scope in the case of the Punjab during the period from 1868 to 1905 when it was condemned by the Government of India on the findings of the Police Commission. In accordance with the orders then passed the Punjab Government has since relinquished its police jurisdiction in the United Provinces, Sind and the North-West Frontier Province and assumed or reassumed control over the lengths of line within the province which, prior to the orders of 1905, were policed from outside.

65. Up to 1906, the railway police in the Punjab were organized under a single Assistant Inspector-General. In that year in consequence of the recommendations of the Police Commission, the appointment of the Assistant Inspector-General was abolished and the administrative control was transferred to the Deputy Inspector-General, Railways and Crime, under whom there was a single Superintendent, in executive charge. Another Superintendent was afterwards added.

In 1918 in accordance with the recommendations of a committee which had been appointed to examine the organization and working of the railway police, the Deputy Inspector-General was relieved of his railway duties, which were made over to an Assistant Inspector-General. The two superintendentships were abolished, and four sub-divisions created, each in charge of a Deputy Superintendent. An advantage claimed for this system is that it concentrates power in the

* Home Department Notification No. 336-Police, dated 15th June 1892.

† Home Department Notification No. 217 of 12th April 1889.

‡ Home Department Notification No. 4-Police of January 6th, 1891.

hands of the Assistant Inspector-General who combines both executive and administrative functions.

BIHAR AND ORISSA.

66. In 1912, the railway police of the newly created province took over the portions of the Bengal and North-Western and Bengal-Nagpur Railways within the province, and also the portions of the Bengal-Nagpur Railway situated in Bengal. A short length of the Eastern Bengal Railway which lay within the boundaries of Bihar was left with Bengal, and it was not until August 1916 that the policing of the East Indian Railway, excluding a portion of the loop line in Bihar, was taken over by the Bihar and Orissa railway police. The delay was due to the fact that the Agent of the East Indian Railway objected to the transfer.

During the short period of its existence the province has seen in operation both the provincial system and the railway administration system. The Bengal police have worked in Bihar and the Bihar police have exercised extra-territorial jurisdiction in Bengal.

The railway police have, until the present year, been under the control of the Deputy Inspector-General, Crime and Railways, but it has now been found necessary to relieve him of his railway work, which is being transferred to the Range Deputy Inspectors-General.

CENTRAL PROVINCES.

67. In the Central Provinces, a railway police force was first created in consequence of the recommendations of the Police Commission. At the time when the Commission reported, each District Superintendent was responsible for the policing of the railway within the borders of his own district, except on the sections of—

- (i) the East Indian Railway between Katni and Jubbulpore,
- (ii) the Indian Midland Railway between—
 - (a) Katni and Bina,
 - (b) Bina and Baran, and
 - (c) the borders of the United Provinces and Itarsi, and
- (iii) the Rajputana-Malwa Railway from Khandwa to Mortakka.

The first two of these sections were policed by the United Provinces railway police and the third (which had been taken over from the Central Provinces district police some time after 1882) by the Rajputana-Malwa railway police.

In 1909 all the railways in the Central Provinces and certain lengths of line in adjoining States were formed into a single general police district under the Chief Commissioner.* The district was in 1919 divided into two charges, each under a Superintendent, and the whole force since 1917 has been under the administrative control of the Deputy Inspector-General, Crime and Railways.

The Central Provinces have thus had experience of the district system, the railway administration system, and the existing provincial system.

ASSAM.

68. Shortly after the completion of the Assam-Bengal Railway to Badarpur in 1896, it was arranged that, as the greater portion of the line then open fell within the boundaries of Bengal, the policing of the entire line up to Badarpur should be under the control of the Assistant Inspector-General, Eastern system of Railways, Bengal, subject to the Inspector-General of Police, Bengal. It was not till 1902 that Assam had a railway police force of its own. This force was for the Gauhati section of the Assam-Bengal Railway.

On the amalgamation of Assam with Eastern Bengal in 1905, the whole of the railway police on the Assam-Bengal Railway came under the Government of the new Province. After the reconstitution of Assam in 1912, it was

* Home Department Notification No. 1153, dated the 31st December 1909.

decided* to adopt the arrangement sanctioned by the Government of India in their Resolution on the recommendations of the Police Commission and to bring the whole of the Assam-Bengal system under the Assam Government.

The policing of the section of the Eastern Bengal Railway which lies within the province of Assam north of the Brahmaputra was at first under the Government of Bengal but in 1908 was transferred to the Government of the new province of Eastern Bengal and Assam. Before this province came into existence, the Government of India in their orders on the report of the Police Commission had proposed to treat this portion of the line as an exception to the general rule and to permit Bengal to retain jurisdiction, and when the question of its treatment came up again after the redistribution of 1912, it was decided to leave the police arrangements in the hands of the Bengal Government.

69. It has recently been proposed that the Government of Bengal should take over that portion of the Assam-Bengal Railway which lies within the boundaries of Bengal and that the portion of the Eastern Bengal Railway which runs through the Districts of Goalpara and Kamrup in Assam should be taken over by the Assam Government. The effect of this would be to complete the provincialization of the railway police in Assam.

The Committee is hardly in a position to make definite recommendations on the questions involved, if only because they have not had the opportunity of hearing the views of the Bengal Government. They have, however, recommended that the provincial system with certain improvements should be retained throughout India, and they think that the burden of proving the existence of special circumstances which make the system unsuitable or a change undesirable, rests on those who seek to make or preserve exceptions. They understand that the present proposals had their origin in the difficulties experienced in the Dacca and Mymensingh districts, and where extra-provincial jurisdiction has led to difficulties in practice, the case against it is *prima facie* a strong one. They think too that it is generally undesirable that places like Chandpur and Chittagong should be policed from outside the province. The case for a change on the section of the Eastern Bengal Railway in Goalpara and Kamrup, north of the Brahmaputra, is not such a clear one, but the question whether the inconvenience to the Eastern Bengal Railway authorities is sufficient to counterbalance the advantages of provincial control on this particular section of line from the point of view of general efficiency is one on which we cannot venture to express an opinion.

NORTH-WEST FRONTIER PROVINCE.

70. The North-West Frontier Province was a part of the Punjab until the end of 1901, but the Punjab Government continued to police the trans-Indus portion of the North-Western Railway until 1914. In that year control was transferred to the Chief Commissioner and the Inspector-General of Police of the North-West Frontier Province.

The correspondence shows that the Chief Commissioner asked for the transfer mainly on the ground of administrative convenience which it was thought would be greatly promoted by the control by one authority of all the police in the North-West Frontier Province. It was argued that this would facilitate recruitment and postings as well as the introduction of such changes in the *personnel* as might be deemed suitable to local needs, while a closer co-operation and more frequent interchange of communications between the district and railway police might also be anticipated if both forces were brought under the same administration.

The circumstances of the North-West Frontier Province, like those of Baluchistan, are different from those of most other provinces, but the reasons given for the transfer show that the policing from outside of the short length of railway beyond the Indus led to administrative inconvenience.

The railway police are in charge of a Deputy Superintendent who has the powers of a Superintendent.

BALUCHISTAN.

71. In Baluchistan the railway police and the district police form one force under the control of the Political authorities. Up to 1897 the executive police officers were two European inspectors. In that year a Superintendent was appointed to hold joint charge of the railway and the district police, and this arrangement is still in force.

* Home Department Notification No. 950 dated 8th April 1913.

CHAPTER IX.

THE RAILWAY POLICE—*contd.*(ii) *Organization—contd.*(b) *Recommendations.*(1) *The advantages of the provincial system.*

72. The Police Commission of 1902 declared themselves against the railway administration system on the ground that it "involves a police force under one local Government working within the jurisdiction of another, an arrangement which has been condemned by nearly all witnesses who have had experience of it, especially in Sind; though it is not unnaturally favoured by many railway officials as they prefer to deal with a single set of police officers." The Commission readily admitted that this was a great convenience but had no hesitation in saying that the advantage was far outweighed by the benefits obtained from adherence to the principle of provincial unity.

They condemned imperialization, which they regarded as a development of the railway administration system, because—

"The unit of police administration is the province and a departure from this principle in the case of the railway police would greatly weaken the co-operation between that force and the district police, a co-operation which is admitted by all to be essential for efficiency in police work. It would also render impossible the connection between the railway police and the proposed provincial Criminal Investigation Departments, and would thus deprive the latter of a most valuable auxiliary staff."

73. When the report was referred to local Governments for opinion, they were unanimously in favour of the provincial system, and most railway administrations appear to have agreed with them. Whether local Governments are still unanimous on the subject, we are unable to say, but the four which have favoured us with their views, are all against imperialization. The Bihar and Orissa Government prefers the present system though it declares itself open to conviction. The Punjab Government has contented itself with giving general approval to the views of the Inspector-General which are unfavourable to a change. The Government of Assam have themselves put forward proposals which run counter to imperialization, while the administration of the North-West Frontier Province is definitely opposed to it. As recently as 1916, the Government of the United Provinces expressed itself as still in favour of the provincial system.

In practically every province the higher police officers are against imperialization. In the United Provinces it finds some support among superintendents but the Inspector-General himself is against it. In the Punjab, a small committee which reported on the organization of the railway police in 1918 expressed themselves in favour of imperialization, but the present Assistant Inspector-General who was one of the two members of the Committee, has informed us that he does not regard it as a practicable system in existing circumstances.

74. On the other hand, almost all the railway officers we have examined are in favour of a system under which the railway, and not the province, would be the unit of railway police administration. Some of them go no further but a considerable proportion express themselves in favour of imperialization. The Agent* of the Great Indian Peninsula Railway, however, told us that he preferred the existing system while the Agent and the General Traffic Manager of the South Indian Railway favour amalgamation with the district police. The views of the South Indian Railway officers are of interest, as that railway is one of the few which has a single police administration throughout its length.

75. We regard imperialization as the necessary corollary of the railway administration system, and the issue is now, more definitely than in 1902, that of imperialization *versus* the provincial system. It is one on which there is a sharp difference of opinion between the railways and the police, the local Governments, so far as they have declared themselves, siding with the police.

* Mr. A. C. Rumboll, C.I.E., C.B.E.

If the railways were opposed to the local Governments and the police on a question which was in substance one for railway experts, it would be natural to conclude that there was a *prima facie* case in favour of the railways. Here the question relates to the circumstances under which the police can best discharge their duties, and it must be admitted that there is a *prima facie* case in favour of the view held by the great majority of those who are most conversant with problems of administration in general and police administration in particular.

76. Imperialization is moreover in two respects contrary to the spirit of the times. A strong case would be required to justify us in recommending the removal of what is now a branch of the provincial police force from the control of the provincial Governments, in view of the rapid trend of events towards provincial autonomy which is the inevitable result of the recent reforms. We have to look forward to a time, not far distant in some provinces perhaps, when the administration of the police will be transferred to popular control. When that time comes, we think it possible that the intrusion of an imperial department not responsible to the local Council, might be resented and for this reason, if for no other, we should feel compelled to advise against calling into existence an agency of this nature, marked out for the likelihood of dissolution before the new constitution is many years older. Secondly, it seems more than ever necessary to maintain the control of the provincial Governments over the whole of the police force working within provincial limits in view of the prevalence of strikes at large railway centres, and the probability that the railway police will be called on more frequently than in the past to assist in the preservation of order. A recent instance in point is the case of the Lillooah strike. The Bengal-Nagpur line up to distant signals of Howrah is policed by the railway police of Bihar and Orissa, and when violence was threatened at Shalimar, problems arose which were only solved by a reference to the Inspector-General at Ranchi.

77. The opposition of the local Governments and the police witnesses to imperialization is based mainly on the belief that if the control of the local Government and the local Inspector-General is removed, it will be even more difficult than it is at present to secure the co-operation of the district police which all admit to be a condition essential to success in dealing with railway crime. It is true that under the present system there is not always that degree of co-operation which is to be desired but, as one witness said to us, the same might be said of the co-operation between adjoining police stations. The problem is really a simple one when reduced to terms of human nature. Witness after witness has said to us in almost identical words—"The district police have their own work to do, and you cannot expect them to take an interest in cases for which they are not responsible. And without interest, you will never get really intelligent assistance. Consequently everything depends on the personal qualities of the officers concerned. One man will get help where another would fail."

It can hardly, we think, be argued that under an imperial system, co-operation with the district police would be improved. The utmost that can be said, even by the advocates of imperialization, is that it could not be more ineffectual than it is at present. This, however, seems to be a distorted view of the truth. In Madras, we heard few complaints of lack of assistance. In Bengal, the Inspector-General told us that relations had improved since the railway police were brought under the Range Deputy Inspectors-General. The Government of Bihar and Orissa say that no complaints have come to their notice, the Inspector-General of the Central Provinces says that the co-operation between the railway police and the district police is as close as that between district and district, and the administration of the North-West Frontier Province expresses itself satisfied with the relations between the two branches in that province. In some provinces, no doubt, there is room for improvement but much can be done if the superior officers of the police will give the matter their attention.

78. We have little doubt that under an imperial system, the railway police would get less assistance from the district than they do at present. They would

be looked on as strangers*. Their officers would not be on the same terms with the district police officers as under the present system when both belong to the same service. It is possible, as one witness suggested to us, that they would look on themselves as belonging to a superior service, and rouse resentment by showing what they felt. Differences might develop which could only be settled by the intervention of the Government of India and might lead to lasting ill-feeling between the services.

79. We have so far considered the question mainly from the police point of view, but we think it can be shown that practically all the advantages claimed from the railway point of view for imperialization and the railway administration system can be obtained on the present provincial basis if the reforms we recommend are carried out. Those advantages are briefly :—

- (1) continuity of investigation,
- (2) uniformity of procedure,
- (3) reduction of correspondence,
- (4) better co-operation and closer touch between the railways and the police,
and
- (5) improvement in the quality of the higher officers of the railway police.

The first of these will be secured by the improvement in the provincial investigating agencies proposed by us in paragraphs 88—90 below.

The creation of a Central Bureau under an advisory officer recommended by us in paragraphs 86-87, will tend to secure uniformity of procedure so far as it is desirable with due regard to provincial conditions.

As regards the claim that the railway administration system would lead to a reduction of correspondence, several of the railway witnesses whom we have examined seem to be under the impression that if an officer of the standing of a Deputy Inspector-General were put in charge of the railway police on a trunk line, the railway administration would correspond entirely with him. This, we think, is a misapprehension. Most of the correspondence between railway headquarters and the railway police refers to matters of detail, such as claims, missing goods enquiries, etc., and on such matters it would be a waste of time to correspond with the administrative police officer as he could only act as a post office. Consequently even under the railway administration system the bulk of the correspondence would still be with the local police officers. Even if it were possible, as it might be, to reduce the number of local police officers, the actual number of letters issued would hardly be reduced, as each case must have its own series of letters. We think, therefore, that the advantage claimed for the railway administration system on this score will not bear examination.

Better co-operation and closer touch between the railways and the police there might be, but it would be gained at the expense of something which all police officers consider as more important, namely, co-operation with the district police. Moreover, imperialization would put the railways whose systems are confined to the limits of a single province in a distinctly worse position than they occupy at present. Where the railway police are controlled by the local Government and the local Inspector-General, it is easy for the administrations of such railways to make themselves heard, but the facilities would be greatly diminished if control were transferred to the headquarters of the Government of India. Apart from this, we think that if the higher officers of the police would make a point of satisfying themselves that friendly relations were maintained between police superintendents and railway officials, we should hear very much less of the lack of cordiality between the police and the railways than we do at present. We think, moreover, that the officer in charge of the Central Bureau should be able to act to some extent as a *liaison* officer between the police and the railways for the purpose of bringing them into closer accord.

* For interesting side-lights on the practical working of extra-territorial jurisdiction in the Central Provinces and Sind in 1902, reference may be made to the extracts given in Appendix C, which were laid before the Police Commission.

Lastly, it is claimed that imperialization would tend to keep officers permanently in the railway police and make them specialize in railway work and that it would help towards the pooling of experience. So far as the pooling of experience is concerned, the Central Bureau we have proposed will do all that is necessary, but the permanent retention of police officers in the railway police would be no advantage unless there was a certainty of getting good men to start with. Under the existing system it is always possible to get rid of an officer who is lacking in tact or capacity, but under an imperialized system, the railways would probably be saddled with him for the whole of his service. As we explained in Chapter V, we believe that if the railway police are properly equipped for the work that they have to do there will be no lack of efficient recruits.

For the reasons given by us in this and the preceding paragraphs, we have after full consideration come to the conclusion that the provincial system should be retained, with the improvement suggested in paragraphs 86-87.

80. *The English System.*—We have been shown some interesting notes by Mr. Robertson, Inspector-General of Police, Bombay, on the English system of railway police, from which it appears that on English lines the railway police are a department of the railway, paid by the railway company and not subject to inspection by Government. The men are enrolled as special constables under the Companies' Acts and their power of arrest is very much the same as that of a private person under Section 59 of the Criminal Procedure Code. On some lines but not on all, they are employed as watchmen and the amount of investigation done by them varies. On some railways the investigation is almost entirely in the hands of the county police.

We do not think this system suitable for existing conditions in India. We have seen that the first condition of success in India is co-operation with the district police. We have found that this co-operation is never easy to secure even where the district police and the railway police are members of the same force. But the difficulties would be increased indefinitely if the railways had their own police without anything to bind them, either in the shape of common traditions or common control, to the force on whose assistance they depended for their success.

Another point which has been put to us is that for the proper discharge of their duties in connection with law and order, it is essential that the railway police in India should be servants of Government and that as employees of a company they would not carry the necessary weight. This argument, we think, is deserving of attention.

(2) *The need for a Central Bureau.*

81. It has been pointed out above that in 1904 the local Governments unanimously agreed with the Police Commission that imperialization was undesirable, that those local Governments who have given us their opinion are still against it and that they have the support of the great majority of police officers throughout the country. An imperial service, however, is one thing and a central bureau of information is another. The latter is what the Police Commission recommended and what the Government of India intended to create when they issued their resolution of the 21st of March 1905 on the recommendations of the Commission. The following passages in the report and the resolution will make this clear.

82. In paragraph 166 of their report, the Commission wrote that they had been

“much struck with the ignorance of most superintendents of what is going on outside their own districts and with the want of co-operation between police officers of different districts.”

In view of the assistance criminals derived from improved communications, it was essential, they held, that there should be combined action on the part of the police.

“There must be systematic attention to professional offenders and criminal tribes and classes, combined arrangements for dealing with crime on main roads, rivers and railways and cordial co-operation between officers of different districts. There must be a proper system for securing regular information of the operations of organized crime, well regulated communication of intelligence from one district or province to another, combined action

between the officers of different localities, and the capacity for systematized action from one centre."

The Commission went on to state their opinion that the railway police in a province must be separate in organization from the ordinary district police and in every large province at least should be supervised by a special Deputy Inspector-General. This Deputy Inspector-General was also to have charge of the provincial central intelligence bureau. For this recommendation the Commission gave two reasons. The first was that the Deputy Inspector-General in charge of railways would have jurisdiction over the whole province, and the second that the classes of criminals with whom the bureau would be mainly concerned, operated for the most part on the railways or in railway districts.

In paragraph 167, the Commission recommended that there should be a Central Criminal Investigation Department for the whole of India.

"Its functions should be for the whole of India the same as the functions of the provincial department for each province..... It should be in direct communication (subject to the orders of the local Government) with the Deputy Inspector-General for Railways and Crime in each province in respect both of information and of assistance required by one province from another."

Paragraph 168 describes the functions of this agency in respect of information.

"In the first place, the principal duty of the central agency should be to collect, collate and communicate information. In regard to the collection of information, it ought to depend mainly upon local Governments, i.e., on the provincial Criminal Investigation Departments. They should communicate to it frankly and promptly complete information regarding such forms of organized crime as are committed by offenders operating along the railway system, criminal tribes, foreigners, wandering gangs, dacoits, note-forgers, coiners, professional poisoners and the like."

At the end of this paragraph the Commission made a strong recommendation that—

"The establishment of the central agency be made strong enough to allow its head either to go on tour himself or to depute a competent subordinate to do so."

In paragraph 81 of the Home Department Resolution nos. 248—259, dated 21st March 1905, the Government of India agreed that—

"the organization of the railway police should follow the lines recommended for the district police and that they should be under a Deputy Inspector-General who should also be the head of the provincial Criminal Investigation Department."

It was added—

"They rely on the relations between this officer and the Central Criminal Intelligence Department to secure the requisite degree of co-operation between the various railway forces and to obviate the necessity of an Inspector-General of Railway Police for the whole of India—an arrangement which would tend to convert the railway police into an Imperial Department."

83. It is clear from the above extracts that the Central Criminal Intelligence Department so far as it concerned the railway police was to be an agency, (i) for collecting and distributing information regarding organized railway crime; (ii) for securing the requisite degree of co-operation between the various railway police forces. It was also to assist local Governments by providing specially qualified officers for difficult investigations, or by obtaining such officers from other provinces.

84. In looking back in the light of what has happened since 1905, two points stand out. The first is that the Commission was wrong in thinking that the Criminal Investigation Department was going to derive valuable assistance in regard to organized crime from its association with the railway police. The second is that the Criminal Investigation Department has failed to perform the functions it was intended to perform so far as the railway police are concerned. As regards the first of these points, it is probable that with the change in industrial conditions and the growing prevalence of railway strikes, the railway police are now in a position to render more valuable assistance to the Criminal Investigation Department than they have ever succeeded in doing in connection with organized crime. As regards the second point, the reasons for the failure are a matter of history.

The Central Criminal Investigation Department has specialized more and more in one particular form of intelligence, so much so that the very title of the department has been changed.

85. It may, however, fairly be claimed, that, so far as the Government of India are concerned, the need for a Central Bureau of Information affecting railway police work is *res judicata*, and that all that is now required is to give effect to the orders of 1905.

The need for such a central agency is still keenly felt. Mr. L. Robertson, C.S.I., C.I.E., Inspector-General of Police in Bombay, said :—

“What we really want is a Director-General of Crimes and Intelligence for the whole of India. We should form a central bureau of crimes and information which would have no executive authority. It might have a number of expert detectives on its staff who will be available to go anywhere they were required and to advise the local officers when any special form of crime takes place. But its main function will be to obtain and systematize information.”

Mr. Holman, Deputy Inspector-General of Police, Bombay, writes :—

“The only improvement I can suggest is the appointment of a Director of Railway Police for the whole of India. Such an officer would ensure uniformity of methods. He would also be responsible for the collection and dissemination of information. He would not interfere in the internal economy of the force.”

and in his oral evidence he said—

“One case in which such an officer's functions would come in would be the registration of offences by the railway and district police in regard to which the system differs in different provinces. The duties of the Director would be to co-ordinate systems in different provinces and collect and disseminate information having particular reference to railway police work.”

Mr. Deighton, Inspector-General of Police in the Central Provinces, expressed the view that—

“It would be desirable to have a senior railway police officer attached to the Railway Board in a position somewhat analogous to the Director of Central Intelligence. He would be responsible for securing uniformity of procedure in the railway police throughout India and the appointment would result in the various railway police systems carrying weight with railway administrations. Such an officer should, however, have nothing whatever to do with the internal administration of the various railway police forces. He may be assisted by a small detective force for each railway.”

Mr. C. Stead, O.B.E., M.V.O., Assistant Inspector-General, Railway Police, Punjab, suggests—

“the creation of a central authority having the same relations with provincial railway police forces as now obtain between the Government of India, the Central Intelligence Bureau and the Provincial Criminal Investigation Departments. The Central Bureau should be under a Director-General assisted by a Deputy Director with an efficient and representative subordinate staff.”

In his oral examination he explained that the main functions of the central bureau would be the collection and analysis of information and the introduction, so far as possible, of a uniform procedure, but he contemplated also a bureau which would deal with railway cases which have wide ramifications and would be able to depute men who would act as *liaison* officers between the provincial agencies.

The superintendent in charge of railway police in Sind, though he is in favour of maintaining the present provincial system of organization, is of opinion that “a high police official—Director or Inspector-General of Railway Police in India—should be appointed to deal with important questions and, where necessary, take them before the Government of India.”

86. We are convinced that the case for a central bureau of information and advice for the railway police is stronger than ever. Since the Commission wrote the railway mileage has increased 50 per cent. and the number of passengers carried 171 per cent. while the tonnage has more than doubled. Crime, as we have

shown, is rapidly increasing and with it the amount paid by railways as compensation for losses. Yet there is still in most provinces the same parochialism that the Commission complained of. In paragraph 174 of their report, they wrote :—

“In the course of their enquiries throughout India the Commission have been deeply impressed with two facts. The first is that much of the defective administration of the police is due to the ignorance that exists in one province of what is going on in another. Not only is there often profound and disastrous ignorance of details which the establishment of the Central Criminal Investigation Department ought to remove, there is also want of knowledge of principles and methods which produce good work elsewhere, so that light is not thrown by one province on another, and wrong principles and defective methods are ignorantly perpetuated. The second is that unsound principles and methods are maintained without the Government of India having any knowledge of them.”

Methods in the railway police are still in places wooden and antiquated, and investigations are not infrequently conducted as though detection were only a secondary object. There is still a lack of co-operation between the forces of different provinces and a lack of understanding between the railways and the police. There is no circulation of ideas, and experience gained in one province is not utilized in another. We believe that if full effect had been given to the orders of 1905, many of these shortcomings in railway police work would long ago have disappeared, and that the introduction of more scientific methods of working would have given the railway branch of the service a reputation which it does not yet possess. The presence of the Railway Board at the headquarters of Government and the wide prevalence of railway strikes furnish additional reasons for the creation of a central agency which did not exist when the Commission wrote.

87. The officer in charge of the bureau would have no powers of control over the provincial railway police. He would stand to them merely in the position of adviser. We do not think it necessary to suggest that a staff of detectives should be attached to the bureau as we are recommending that special investigating agencies should be created in all provinces where they do not at present exist. The functions of the officer in charge would be—

- (i) to collect and distribute information of interest to the railway police about railway crime and the methods of dealing with it,
- (ii) to advise the Government of India, local Governments, the Railway Board, railway administrations and Inspectors-General of Police on matters connected with railway police administration.

He should spend a considerable portion of his time on tour and should make a point of conferring with the railway and police authorities in every province he visits. He should draw up notes embodying the results of his observations and containing suggestions for improvements in working, and copies of these notes should be sent to the Government of India and also to the local Governments and railway administrations concerned.

The central bureau must be subordinate to the Home Department. The officer in charge must, we think, be an officer of the standing of an Inspector-General. An officer of lower status would not be able to deal with Inspectors-General and Agents of railways on terms of equality. Colonel Kaye, the Director of the Intelligence Bureau, is not in favour of the amalgamation of the new bureau with his own. It is doubtful whether the Director of the Intelligence Bureau would have time to exercise any real control over the work of the officer in charge and we think the simplest solution would be to create a separate bureau under an officer who might be styled Director, Railway Police Bureau.*

(3) *The need for Special Detective and Investigating Agencies in the Provinces.*

88. The terms of reference direct us to report how far the shortcomings of the railway police are due to defective methods of investigation. Taking their methods of dealing with crime as a whole, we find two main defects. The first is the common tendency to shirk investigation on the ground that a case is primarily one for the police of another jurisdiction. The second is the very limited use that is made of detectives.

* Mr. Nald desires to add that while not entirely out of sympathy with the proposal for a central bureau, he is not convinced that there would be enough work to justify Government in creating one.

In regard to the first of these defects, it must be remembered that the great difficulty in railway police work is to locate thefts. When a case is first reported, there may be nothing to show in which of half a dozen jurisdictions the offence was actually committed. The Criminal Procedure Code allows the case to be taken up in any one of them, but station officers often waste valuable time in arguing which of them is primarily responsible. It requires constant watchfulness on the part of inspecting officers to keep this tendency within bounds.

At the same time, there are many cases in which the only chance of success is to detail a special officer for the investigation. The proportion of cases in which it is necessary to carry the investigation beyond the limits of the police station where the offence is registered is very large* and if the investigation of such cases is left to the station officer, it may entail long absences from his headquarters. His responsibility for the ordinary work of his station continues and his anxiety on this account inevitably tends to prejudice the success of his investigation. On the other hand, where a special officer is appointed he can concentrate his whole attention on the particular case. He can carry the investigation through to its conclusion without regard to the boundaries of police stations or even of provinces and he will get much more assistance from the police of other jurisdictions than a station officer whose main anxiety is to shift responsibility for the case on to some police station other than his own. The defects due to distance hamper the police and favour the criminal in other cases besides those of theft from running trains, and the large variety of cases investigated by special agencies in provinces where they exist shows the wide use to which they can be put.

The second defect in method to which we have referred is the insufficient use that is made of detectives. Without the use of detectives it is impossible to cope with frauds involving collusion between consignors and loading clerks, cheating by booking clerks, pilferage of fruit, thefts from passenger trains, thefts of railway material and other forms of railway crime.

89. These considerations point to the need for a special detective and investigating agency. On this point railway police officers throughout India are almost unanimous and many railway officials have pressed the matter on our attention. In Bengal, the Punjab, Bihar and Orissa and the Central Provinces, such agencies have already been established. The following statement shows the number of cases dealt with by them :—

Province.	1919.	1920.	1921 (up to 16th March).	REMARKS.
Bengal	115	166	..	
Punjab .. ..	..	14†	37	† The staff did not start work until the latter part of the year.
Central Provinces ..	24	14	..	

In Bihar and Orissa the force is primarily a force of detectives. They do not as a rule investigate, and we were informed that on the East Indian Railway owing to shortage of men it has not yet been possible to employ the force on the duties for which they were intended. The Government of Bihar and Orissa informed us that on the Bengal-Nagpur and the Bengal and North-Western Railways the system had up to date given no marked result, but they expressed the opinion that if specially selected and trained officers and men were employed, they would undoubtedly prove useful.

*We have obtained figures for the investigations made during 1919-20 at eight important railway police stations in the United Provinces, the Punjab, Sind and Delhi, and find that 48 per cent. of the cases necessitated enquiries from other police stations. Of the total number of investigations at seven of these stations, 3·5 per cent. involved enquiries beyond the province. We have excluded Delhi as there is some doubt about the figures.

In Bengal the functions of the department are thus described in the rules for its working :—

The Detective Department is an investigating staff and not merely an advisory staff and shall investigate all cases of organized professional crime committed within the jurisdiction of the Railway Police made over to the Detective Department by the Superintendent. Such cases shall ordinarily include important running train thefts, thefts from station yards, thefts from goods wagons and thefts of arms or any other case in which the Superintendent, Railway Police, considers the Detective Department can be usefully employed subject to the principles laid down in these rules."

The Department also maintains lists of notorious receivers and important absconders, and notes on gangs and criminals as well as district crime maps. The Inspector-General informed us that the cases actually investigated included cases of murder, poisoning, drugging, outraging female modesty, unnatural death, running train robberies and thefts of goods and passengers' luggage, mail van thefts, thefts of arms and ammunition, thefts from godowns and platforms, thefts of railway and telegraph fittings, forgery, cheating, etc. The staff employed in the three sections consists of 3 inspectors, 13 sub-inspectors, 8 assistant sub-inspectors and 57 constables.

In the Punjab the system of work is thus described in the rules of the Central Investigating Agency :—

All matters connected with (railway) crime are dealt with in the office of this Agency which by means of analytical crime maps watches carefully the incidence of crime, issues appropriate instructions to local officers and devises measures for prevention and detection. It also details skilled officers to assist local officers in working out important cases, cases of organised or special forms of crime and difficult cases such as those with ramifications extending into two or more jurisdictions. It sends detectives to look out for pick-pockets, *thags** and other professional criminals and when crime becomes epidemic in any particular section of the line, details a strong staff to tackle the situation."

The executive staff consists of 3 inspectors, 3 sub-inspectors, 14 head constables and 50 constables and is directly under the control of the Assistant Inspector-General. The cases dealt with include cases of murder, poisoning, embezzlement of railway funds, cheating, theft, misappropriation of goods in transit, obstructions on the line, and cases under the Excise Act.

In the Central Provinces there is one inspector attached to each of the two sections. The cases investigated include cases of murder, theft, cheating, theft of mails, embezzlement, dacoity, obstructions on the line and opium smuggling.

90. The methods of dealing with railway crime are bound to improve if they are made the subject of scientific study by experts, and we consider the establishment of a special agency for detection and investigation of the utmost importance if the railway police are to discharge their duty to the public. We believe, moreover, that the equipment of the department with a high grade professional agency of this nature will do more than anything else to remedy the defects in the officer *personnel* on which we have commented elsewhere.

(4) *Administration of the Railway Police within the Province.*

91. The Government of India, in their Resolution of the 21st March 1905, accepted the view of the Police Commission that the railway police should be under a Deputy Inspector-General who should also be the head of the Provincial Criminal Investigation Department. As the Committee of 1907 foresaw, the work of the Criminal Investigation Department has grown to such an extent in most provinces that it has swamped the railway work, and events have not justified the view of the Commission that the railway police would prove a valuable auxiliary staff to the Criminal Investigation Department. The system of combining the two charges has accordingly been abandoned after trial in Bombay, Bengal, the United Provinces, the Punjab and Bihar and Orissa. It survives only in Madras and the Central Provinces, though the Inspector-General of the latter is in favour of appointing a separate officer for railways.

*It is explained that *thags* mean thieves who drug their victims.

In Bombay and Bengal the control of the railway police is now merged in the ranges and Bihar and Orissa is adopting this system. In the United Provinces the Deputy Inspector-General in charge of railway police holds concurrent charge of a small range consisting of seven districts. The Punjab is the only province in which the railway police have been constituted a separate charge.

92. What we may call the range system is defended in Bengal on the ground that it tends to produce closer co-operation between the railway and the district police. In Bombay it is condemned by the principal police witnesses because officers in charge of ranges have not sufficient time to devote to railway police work, and a separate appointment for the railway police is recommended.

The question is one which must be left to the different local Governments to decide, but where the charge of the railway police is combined with that of a range or the Criminal Investigation Department, there must always be a risk of railway work being neglected. Apart from that, the appointment of a separate administrative officer for the railway police, is, it seems to us, the best method of ensuring that the control shall be in the hands of an officer who really understands and specializes in railway police work. This is certainly not the case in all provinces at present and the Committee do not believe that the best results will be obtained until there is in every province a separate administrative officer in charge of the railway police. It appears rather an expensive arrangement to have a separate Deputy Inspector-General for a force which is so much smaller than that controlled by the Deputy Inspector General of a range, and we think it is quite sufficient to appoint an officer of the rank of Assistant Inspector-General.

93. We recommend further that wherever possible, the experiment should be made of putting Deputy Superintendents in charge of sections with the powers of Superintendents. Something approaching this has been tried and is working well in the Punjab, where the 4,000 miles of line have been divided into four subdivisions, each under a Deputy Superintendent. This system would have the advantage of economizing officers of the Indian Police and giving new openings to the Provincial Service. We recognize that the case of the Punjab is exceptional as almost the whole of the province is served by one railway and the Assistant Inspector-General is stationed at the headquarters of that railway, but we are of opinion that other local Governments should be invited to consider the extended employment of Deputy Superintendents in the railway police.

94. Another feature of the new system in the Punjab has been the abolition of divisional inspectorships, and in the United Provinces these appointments are apparently regarded as the weak spot in the system. We have not heard the same complaint elsewhere, mainly because inspectors in other provinces are almost exclusively Indians who have received training as sub-inspectors and are already qualified for the work of inspectors at the time of their appointment. The experience of the Anglo-Indian inspector, on the other hand, is limited to what he has been able to learn in the reserve lines, and, as we have mentioned elsewhere, the prospects in the police are no longer sufficient to attract the best class of Anglo-Indian boy. The abolition of inspectorships would probably necessitate an increase in the number of Deputy Superintendents, which would lead to increased efficiency. The question is not one on which we venture to make a definite recommendation, but the idea should be ventilated and considered by local Governments.

(5) *Training.*

95. No province, except the Punjab, appears to have any special system of training railway police officers and men. In the Punjab the system is in its infancy. Officers are attached to the special Investigating Agency and constables who are unable to attend the central police training school are put through a simple course of law and procedure in the railway police lines.

In Madras and Bombay, the view is held that no special training is necessary. This view has received the support of a few officers elsewhere, but the great majority of police witnesses in other parts of India are in favour of some form of special

training which should include the study of the Railway Act, the methods of railway thieves, seal checking, signalling, the line-clear system, the routine observed in booking and parcel offices and goods sheds, railway methods of enquiry into missing goods, and so on.

In their Resolution of the 21st March 1905, the Government of India said that they were unable to accept the proposal made by one local Government that there should be a special training school for the railway police. We agree that a separate training school would be an extravagance, but at the same time we think that there is so much that is peculiar to the work of the railway police that arrangements should be made for a special course of training for all ranks. It is no doubt true that the experience of a few years will give most men all they want, but with special training they will acquire it more rapidly and more systematically. In some provinces it may be possible to arrange for the deputation of gazetted and non-gazetted officers to the railway for a study of traffic working. Where Central Investigating agencies are established as recommended by us, it will always be possible to attach officers for training, while special courses should be arranged for constables and head constables at the central training school or in the railway police reserve lines.

(6) *Strength and Reserves.*

96. In almost every province we have visited we have been informed by both police and railway witnesses that the railway police are undermanned. The question of strength is essentially one for the local Governments concerned, and we could not advise on particular cases without a detailed examination of local features and local crime. If our suggestions as regards the re-organization of the watch and ward and the universal riveting of wagons are accepted, it may be possible, after a short experience, to reduce the strength of the police. On the other hand, the creation of a special investigating agency will entail additions in certain provinces.

Another question which must be left to local Governments is that of the provision and strength of reserves. In some provinces it has been found possible to draw on the district police for special occasions such as fairs; in others police witnesses have asked for a separate reserve for the railway police. The question must be decided in the light of local conditions, and we do not feel able to suggest any general principles for guidance.

(7) *The need for a uniform manual.*

97. There are only two provinces which have separate manuals for the railway police. Elsewhere the rules regarding the railway police are contained in one or more chapters of the general Police Rules. The proposal for a uniform police manual for the whole of India, made by the Police Commission, was rejected by the Government of India after consulting local Governments and Administrations, the majority of whom were in favour of the proposal. It appears that the Government of India came to this conclusion with some reluctance, as in their letter asking for opinions, they expressed the view that uniformity was desirable. The proposal of the Police Commission, however, related to the preparation of a general police manual and its rejection in 1905 need not be held to prejudice the case for a uniform railway police manual which would not run to more than a few pages.

The Inspectors-General of Bengal and the Punjab, and a Deputy Inspector-General of Police in the United Provinces who has had considerable experience of railway work are in favour of uniformity, and many other police officers are of the same opinion, while the railways would welcome anything which would tend to reduce the number of variations in procedure.

We agree that uniformity of procedure is desirable in such matters as the registration and investigation of offences, the treatment of missing goods cases, and co-operation with the district police and with the railways. The officer in charge of the Central Bureau proposed by us would have no difficulty in drafting a short manual for consideration by local Governments. He should at the same time take up, for the railway police, the suggestion of the Police Commission which was approved by the Government of India that certain important police records and registers should be maintained in a common form and under a common name throughout India.

CHAPTER X.

THE WORKING OF THE RAILWAY POLICE—SOME CRITICISMS AND SUGGESTIONS.

(1) Criticisms by railway officers.

98. The criticisms of police working made by railway officers are mainly:—

- (1) that they do not do enough to prevent crime, especially thefts from running trains ;
- (2) that they are slow in taking action ; and
- (3) that their investigating staff is inefficient and that their investigations are not carried through.

The first of these criticisms raises the question of the stage at which railway officers are justified in calling on the police for assistance in the prevention of crime. In one province we found that a claim had been put forward on behalf of a railway company that the responsibility for protecting goods on running trains rested with the police. The claim was based partly on the fact that though the protection of standing wagons was one of the specified duties of the watch and ward, the duty of protecting running trains had never been expressly imposed on them.

This position is clearly untenable. We can see no valid ground for holding that the responsibility of the railway comes to an end when the loaded wagons leave the yard. The law imposes on the railways the duty of protecting at all times the property entrusted to them. Their legal obligations are those of a bailee under section 151 of the Indian Contract Act. They are obliged to take as much care of goods entrusted to them "as a man of ordinary prudence would, under similar circumstances, take of his own goods of the same bulk, quality and value". Circumstances may arise in which a man of ordinary prudence would ask the police for assistance in the discharge of his obligations. He would know that the police are bound to do what they can to prevent offences, but he would not expect them to assist him unless he could show that there was a reasonable likelihood of an offence taking place. The railways are in the same position. The exact degree of likelihood is no more capable of precise definition than the exact amount of care expected of a bailee, but where there are repeated thefts from running trains on a particular section of a line, the police are bound to give assistance.

The position in regard to thefts from yards is the same. We have heard it argued that the great majority of railway thefts are committed by railway servants, and that it is no part of the duties of the police to interfere. Caution is undoubtedly necessary. We have been informed of several cases in which police intervention has caused a strike among the menials, but where thefts have repeatedly occurred, and the railway officers ask for help, it should be given without hesitation.

The case as regards trespass is different. The prevention of trespass is essentially a duty of the watch and ward, and the Railway Act gives them powers for the purpose. It is, however, the duty of the police to prevent offences of all kinds, non-cognizable as well as cognizable, and cases for police intervention may arise, as for example where the stoppage of trespass is desired as a means of preventing thefts.

In one province as a result of comments made by the Government Inspector for Railways on the number of trespassers who had been run over on a certain line, it was proposed that the police should be asked to prevent trespass. It was urged that railway watchmen have not the moral force necessary to enable them to use such powers as they possess. We should hear less of this difficulty if the watchmen were members of a uniformed and disciplined force, but the prevention of trespass on railway property is primarily a matter for the railway and the fact that prevention is desired in the interests of the trespassers does not alter the position. The railway creates the danger and it is for them to protect the public against it. But as we have pointed out the police have a certain duty in regard to the prevention even of trespass, and we think it would not be unreasonable for the railway authorities to ask the police to post sentries temporarily at particularly dangerous spots when they had themselves done all that they could to keep out trespassers and had failed.

In most provinces we think the police take a common-sense view of their responsibility for the prevention of crime, but we have discussed the question in some detail partly because it has arisen in an acute form in at least one province and partly because there is no mention of the protection of running goods trains in the lists of duties drawn up by previous committees.

99. As regards the allegation that the police are slow in getting to work, the retort would certainly be that the railways are more to blame than the police. We think on the whole that the retort would be justified. In almost every province we have visited we have heard the same complaint that the railway station staff will not report promptly. A month's delay is a frequent occurrence. A delay of eighteen months is not unknown. We recognize that this is partly due to the fact that the railways have to satisfy themselves that a cognizable offence has been committed before they report, but we do not think their enquiries are always as expeditious as they might be. We are told also that railway subordinates are dilatory in supplying the necessary information and documents; that they send on wagons which arrive with broken seals to their destination without checking them and that there is delay about giving open delivery where open delivery is necessary for the purpose of ascertaining the nature of the property stolen. They are also accused of apathy, if not of actual hostility, towards the investigating police.

It must be recognized that the railway police work in a very different atmosphere from the district police. The latter have the personal interest of the complainant as a constant stimulus. This interest is lacking in almost all railway police cases. It is the railway which reports. The owner, as a rule, shows more interest in getting his claim settled than in finding the thief. Where he has no case for compensation, he generally prefers to write off the loss, as he cannot afford the time to dance attendance on the police. This attitude is well illustrated by the criticisms of the non-official witnesses who have appeared before us. Their complaints were mainly directed against what they regarded as inadequate arrangements for the protection of property and for the settlement of claims. They showed, on the whole, little interest in the punishment of the actual thieves.

100. We do not wish to imply that the police are always as prompt as they should be. We have seen cases in which they were guilty of dilatoriness and half-heartedness, cases where investigation has been lightly refused on the ground that the property stolen was unidentifiable or that the case properly belonged to some other police station, but the railway police will always work at a disadvantage unless the higher railway authorities constantly impress on their subordinates the need of reporting obvious thefts at once, of completing the preliminary enquiry where necessary as rapidly as possible and of putting the police in possession without delay of all the relevant facts of the case.

101. The justice of the last of the three criticisms must be admitted and we have already made suggestions for the improvement of the investigating staff.

(2) Relations between railway administrations and the police.

102. The Police Commission of 1902-03 stated that, although any subordination of the railway police to the railway authorities was impossible, they considered that every endeavour should be made by the police to maintain the most cordial relations and the fullest co-operation with the railways. Their investigation showed that a good deal of friction existed, due to faults on both sides. Railway officials seemed to expect and demand too much, and police officers were too impatient of misunderstanding and criticism, and not sufficiently obliging.

Relations have altered little in the last twenty years. In the lower grades friction is inevitable. A certain amount is perhaps not altogether a bad thing, as its absence often indicates collusion, but in most places it exists in excess and hinders working. The best check on it is the maintenance of friendly relations between superior officers. Where there is tension between them, its effect is felt down to the lowest grades.

In one or two provinces the relations between Superintendents of police and railway officials have not been satisfactory. Railway officers no doubt sometimes appear not to realize the statutory limitations on the powers of the police or

the extent of their own obligations, but we consider that the responsibility for the maintenance of good relations rests primarily with the police. The railways still make large contributions towards the cost of the police force though the method of calculating the contributions has been changed, and they feel that so long as these arrangements continue they have a right to expect the consideration due to an employer. But the obligation which rests on the police has a more enduring foundation than an arrangement terminable at the will of the parties. The police are servants of the public and of the great public corporations, and it is their duty to see that the discharge of their functions is not made more difficult by unnecessary friction. Railway officers often complain of the aloofness of the higher officers of the police and this we believe is the explanation of a good deal of the friction which exists. The maintenance of personal touch is essential, and Inspectors-General and their Deputies should insist on it and should themselves make a point of getting to know the higher railway officials and discussing with them the working of the railway police. Many of the difficulties which arise among subordinates can easily be solved by the wider experience of their superiors, and personal discussion is the best means of removing misunderstandings. We lay stress on this matter as we can hardly believe that the relations which have existed between the police and the railways in some provinces could have been allowed to continue if the higher officers of the police had been in touch with the railway administrations. In one province we were told that the Inspector-General had not visited the headquarters of the local railway for four years.

(3) *Co-operation between the district and the railway police.*

103. The Police Commission attached great importance to the maintenance of the fullest co-operation between the railway and the district police forces and there is no police officer in India who would not endorse their opinion. They even went so far as to frame a set of rules for securing this co-operation but the Government of India came to the conclusion that the United Provinces rules were preferable though they made no definite recommendation for their adoption by other local Governments.

The instructions now in force on the subject in different provinces fall into two classes,—the general, and the detailed. The former type is found in Madras, the Punjab and the North-West Frontier Province, and the latter in Bombay, Bengal, Bihar and Orissa, the United Provinces and the Central Provinces. The detailed instructions have had no more effect in stimulating co-operation than the general exhortations. In the province where the instructions are fullest we found that no less than 262 thefts from running goods trains had taken place in nine months within the limits of a single police station, and out of these only three had been reported to the district police although it was hardly possible to deal with the thieves without their assistance.

From what we have seen in different provinces we are led to the conclusion that co-operation is not a matter of rules but of men. Where co-operation is deficient, the local officers are to blame and it should be the first duty of every railway police superintendent to insist on the cultivation of friendly relations between his men and the district police and to set an example in this direction himself. Without this, rules are mere print and paper, and we can only repeat that this question of co-operation calls for the constant attention of the higher police authorities. It is especially necessary in dealing with epidemics of theft from running goods trains.

(4) *Reporting of shortages.*

104. One of the most vexed questions in railway police procedure is the reporting of shortages. The Committee of 1882 recommended that police inspectors should be bound to carry out the instructions of District Traffic Superintendents as regards taking up enquiries after lost or missing goods. They admitted that it was impossible to say at the outset whether these cases were cases of theft or only of misdelivery, but they felt that the chances of success in the case of thefts would be sensibly diminished if the police were to take no action until the Traffic Department had satisfied themselves that the missing articles had been stolen.

The Police Commission of 1902-03 in paragraph 112 of their report wrote as follows :—

“The practice in regard to the investigation by the police of cases of ‘shortages’ or missing goods varies on different lines. It is urged that many of these cases are really thefts and that the sooner the police begin to make enquiries the greater is the chance of detection. On the other side it is pointed out that the majority of such cases are not thefts and that it is not the duty of the police to make inquiries after lost property or missing goods unless there is a reasonable suspicion that a cognizable offence has been committed, nor are they empowered by the law to make an investigation unless that preliminary condition has been fulfilled. This latter view commends itself to the Commission and they recommend that the police should not interfere in such cases unless they have reason to suspect the commission of a cognizable offence.”

The Committee of 1907, while agreeing with the Police Commission that police enquiries must be restricted to cases where there is a reasonable suspicion that a cognizable offence has been committed, urged that the practice of sending telegrams to the railway police in all cases of goods missing should be continued and that a brief entry of these telegrams should be made in a special missing goods register. They felt that such a register would be of assistance in directing attention to those places where abuses prevailed, and would materially reduce the danger of crime being suppressed by railway subordinates. They mentioned that they had tried without success to ascertain in what percentage of reported cases missing goods were actually recovered.

105. There is still the same variety in practice that the Police Commission noted in 1902. The cases fall into two classes: (a) shortages discovered in wagons, the seals of which are intact, and (b) shortages discovered in wagons with missing or damaged seals.

As regards shortages from seal-intact wagons, in Bengal, Bihar and Orissa, and the United Provinces, the practice is that all cases are reported to the police but no action is taken by them unless special features indicate theft. In other parts of India, it is left to the railway official to decide whether there are any suspicious features in the case which justify report to the police.

We are convinced that the reporting of all shortages imposes on the police a considerable burden of unnecessary work. In the A Section of the railway police in the United Provinces we found that during the five years, 1915—1919 only 5 per cent of the cases reported were registered as thefts. The vast majority of cases reported are petty shortages of food-stuffs. In Assam, where the system of reporting all cases of shortage was introduced in 1913, it was found in the first year after its introduction that out of 1,526 cases (in all of which investigations were made) only 146 or less than 10 per cent were ultimately classed as cases of crime.

The practice has been defended as we have said on the ground that it attracts the attention of the police to places where shortages from seal intact wagons are frequent and that where they are frequent there is sure to be dishonesty. This may be true but the same result can be obtained if the railway authorities will agree to send classified summaries of shortages to the Superintendent of police every fortnight or every month. We understand that this practice is already in force on one important railway.

106. The practice in regard to the second class of shortages, namely those from wagons with damaged or missing seals is more nearly uniform. In Madras such cases are taken as cases of non-criminal shortages unless there are other features which indicate theft. In Bombay shortage accompanied by a broken seal is not accepted as sufficient justification for asking the police to investigate, and it is only where the wagon door is actually left open that reports are made as a matter of course, though we understand that on the Great Indian Peninsula Railway enquiries are made into cases of shortage from wagons with broken seals where the seals have been broken in a goods yard. The ground on which the Bombay procedure has been defended is that it is no part of the duties of the railway police to investigate when it is suspected that the goods have been made away with by members of the railway staff and that this is almost invariably the case when shortage is discovered in a wagon of which the seals have been damaged but which exhibits no

other indication of having been robbed by-outsiders. This position appears to us to be untenable, and we think that the police should register as crimes all cases of shortages from wagons with damaged seals as is already done in other parts of India.

107. As regards the method of report to the police, we have heard many complaints from police officers. The information given is said to be often defective and the police are handicapped by the vagueness or inadequacy of the information given. This is essentially a matter for arrangement between the local police officers and the railway administration concerned, and we have no doubt that the latter will always be prepared to give every assistance in the matter.

108. In one province we have found that telegraphic reports had been refused on the ground that they do not constitute information within the meaning of section 154 of the Criminal Procedure Code. This argument, though literally correct, is misleading, as section 157 authorizes an officer in charge of a police station to investigate whenever, "from information received or otherwise," he has reason to suspect the commission of an offence which he is empowered to investigate. In view of the importance of starting investigations as soon as possible, we think it very desirable that the police should not refuse to take advantage of the facilities offered by the use of the telegraph.

(5) Seal checking.

109. In paragraph 112 of their report, the Police Commission stated that the checking of seals was clearly the duty of the watch and ward staff and should not be imposed on the police. In paragraph 80 of the resolution of the 21st March 1905, the Government of India decided to leave the matter to the discretion of local Governments on the clear understanding that the functions of the police were merely auxiliary and that they accepted no responsibility. The Committee of 1907 gave their opinion as follows :—

"Opinion among railway officers as to the utility of the practice varies largely. Some attach considerable value to it as forming a useful check on the railway staff. Others regard it as of little use. In the opinion of the Committee, seal checking is useful from the police point of view as a special measure for localizing thefts in the event of an outbreak of such crime, but it is ordinarily unnecessary for the police to perform this duty at all stations throughout the year. The Committee have accordingly adopted the view of the Police Commission and omitted seal checking from their list of duties, but it should be open to police officers to employ the investigating staff upon it when they so desire."

In Bengal, Bihar and Orissa, the Punjab, and the North-West Frontier Province it is definitely laid down that the examination of seals is no part of the duties of the police unless there is reason to suspect the commission of a cognizable offence. The United Provinces manual is singular in prescribing seal checking with the object of localizing theft as one of the duties of the railway police. In practice the railway police in almost every province have found themselves compelled to resort to seal checking for the purpose specified in the United Provinces manual. In Bombay, Bengal, the Punjab, Bihar and Orissa, the North-West Frontier Province and Sind it is done as a permanent arrangement at provincial boundaries and as a temporary measure at other places where thefts are frequent. In Madras seals are checked by the police at every railway police station and wherever thefts from running trains are common.

Most experienced police officers regard seal checking by the police as essential, and we suggest that the practical necessities of the case might be recognized by bringing the rules in every province into harmony with existing practice.

110. It has been impressed on us everywhere that seal checking is a duty which requires care and intelligence, for which constables and chaukidars are unsuited, and that it is a duty which is often scamped by the guards and others who are supposed to perform it. Where badly done it is seriously misleading, and some officers have urged that for its proper discharge it requires police officers of the rank of sub-inspectors. We hardly think it necessary to go to this length, though it is advisable to have sub-inspectors in charge at provincial boundaries. In ordinary cases we think that a literate constable, if properly trained, should be capable of doing what is required.

(6) Issue of Fire-Arms to the railway police.

111. The practice in regard to arming the railway police differs in different provinces. The only provinces in which any considerable proportion of the force is supplied with fire-arms are Bombay, the Punjab, and the North-West Frontier Province. In the United Provinces weapons are borrowed from the district police when required. In Madras it was urged on us by both railway and police witnesses that fire-arms should be issued to the railway police.

Our view is that in every province occasions arise for the use of fire-arms by the railway police and that the members of the force should be trained in the use of them. Where their assistance is required in the protection of running trains, they can generally borrow smooth-bores from the district police, though it would be more satisfactory if they had their own. Whether the possibility of sudden attacks on railway property in large centres justifies a separate armament for the railway police is a question for the local authorities.

(7) Thefts from unbooked goods.

112. It is not uncommon at certain places for merchants to allow their goods to lie unbooked on railway premises for considerable periods owing to shortage of wagons or other causes. Thefts from these unbooked goods occasionally occur, and in two provinces we have been informed that under local orders, the railway police refuse to register these offences as thefts, holding that they are really acts of misappropriation falling under section 403 of the Penal Code and therefore not cognizable. We think legal opinion should be taken as to the correctness of these orders in the provinces where they have been issued.

(8) The power of search.

113. The Police Commission in paragraph 111 of their report recommended that the officer in charge of a railway police station should be given the power of search in all district police station limits through which his section of the railway runs. They based this recommendation on the fact that the railway police work was often hampered by their being unable to search premises such as gatemens' houses, porters' lines and the like which are close to the railway but outside their jurisdiction, and that the delay thus caused was frequently fatal to success. The Government of India after consulting local Governments expressed their agreement with the Commission, but it does not appear that the recommendation has been acted on in any province except Assam.

The proposal has been revived by certain witnesses in Madras, the Punjab, and Bihar and Orissa. We think the power would be a useful one for railway police officers to possess, but at the same time it does not appear that in practice the want of it has been widely or deeply felt, or more local Governments would have taken action on the suggestion when it was approved by the Government of India.

CHAPTER XI.

THE PROTECTION OF PASSENGERS.

114. In 1916, the European Association represented the need for better protection of passengers travelling by night trains, and local Governments were consulted as to the need for improving the police arrangements. After considering their replies the Government of India expressed themselves satisfied that the provision of police guards on passenger trains was generally adequate. Steps had also been taken, or were under consideration, to ensure the safety of female passengers by locking or other mechanical devices. Catches had been fitted to wire blinds and venetian shutters, and bars to lavatory windows in all first and second class carriages while tower bolts were fixed on the inside of doors of first and second class compartments reserved for ladies. Assaults on passengers, it may be remarked, are not numerous considering the enormous number of people who use the railways and we have heard next to no complaints based on the proved inadequacy of the existing arrangements.

The provision of catches and bolts on windows and doors of third and intermediate class carriages does not appear to be necessary, but with a view to provide for the greater security of third and intermediate class female passengers the Indian Merchants' Association, Chittagong, and the Bengal Mahajan Sabha of Calcutta, suggested that a separate compartment adjoining the carriage reserved for females should be set apart for persons in attendance on female passengers or for their male relatives. The suggestion is one which might be considered by railway administrations. It has, we understand, been already adopted on the Eastern Bengal Railway.

115. Thefts of luggage from first and second class compartments have increased in frequency on some lines. The thieves generally get their opportunity when passengers are asleep, or in the refreshment rooms or dining cars. Door bolts should, we think, be provided for all first and second class carriages as is already done on certain lines and not only for compartments set apart for ladies. The drawback to an inside bolt is that passengers sometimes make use of it to lock others out and it has been suggested that a form of bolt which could be operated from the outside by the guard, as well as from the inside, would meet this difficulty. Any device of this sort would diminish the security the bolt affords, and the North-Western Railway are trying the effect of a notice appealing to the common-sense and good-feeling of passengers not to abuse the arrangements made for their protection. In case of abuse, there should be no hesitation in charging the passenger for a reserved compartment.

116. The protection of standing passenger trains is the duty of the police, and it seems hardly necessary to make suggestions as to how this duty should be discharged. We need only add that passengers are notoriously careless in leaving valuable property in their compartments exposed to theft.

117. Thefts from 3rd class passengers occur as a rule in passenger halls and the protection afforded by the police is often inadequate. We have heard repeated complaints that the police come on duty shortly before the arrival of a train and return to their quarters immediately it has left. This is due partly to undermanning and partly to defective supervision.

118. In all provinces except Bengal and Bihar and Orissa, police guards are sent with all passenger trains at night. In Madras, Sind, and the North-West Frontier Province they are sent with some, if not all, of the day trains as well. The strength of the guard in most provinces consists of a single constable and we have almost everywhere been told that one man is of very little use. He is apt to go to sleep and even if he is alert, he cannot watch the whole of a long train on a dark night. This view is undoubtedly correct. The strength of the patrol must vary with circumstances, but supervision is also important and in one province, where special attention has been paid to this question, the train guards in each case consist of two constables with a supervising patrol of one head constable for each two guards. In addition, sergeants are detailed twice a week for patrol duty.

In some provinces police guards travel in plain clothes. The weight of experience is against the practice where the guard consists of one man, as passengers and supervising police officers cannot find him readily unless he is in uniform. On the other hand, the man in uniform is useless for detective work. Where there is only one man, we agree that he should be in uniform. Where there are two it has been found useful to have one of them in plain clothes.

Pilgrim Traffic.

119. The Committee have not considered it necessary to make any recommendations in regard to pilgrim traffic. The questions involved are mainly of a sanitary nature and have been dealt with recently by the Government of India in the Education Department. Committees were appointed in Madras, Bombay, the United Provinces, and Bihar and Orissa, the four provinces which contain the most important pilgrim centres, under the chairmanship of the Sanitary Commissioner with the Government of India, who himself summarized the results in his letter No. 1170-Pl. G.-1-8 of the 27th September 1916 to the Secretary to the Government of India in the Department of Education. The orders of the Government of India

are contained in letter No. 58, dated the 15th February 1917, from the Education Department to the local Governments of the provinces named above and the suggestions of the Railway Board were communicated to the different railway administrations in their Secretary's letter No. 655-T.—16, dated the 30th October 1917.

As regards the police arrangements, we have heard a few complaints from railway subordinates in southern India of the inadequacy of the force detailed for duty on the occasion of festivals but this is a matter for the local authorities and we could make no recommendations without inspection of each pilgrim centre during the festival season. Beyond this, the only complaint we have heard relates to petty exactions by constables.

CHAPTER XII.

SUMMARY OF RECOMMENDATIONS AND CONCLUSION.

(i) *Summary of recommendations.*

120. A summary of the recommendations of the Committee is given below. Those which they regard as of urgent importance are printed in heavier type.

- (1) The watch and ward should be properly organized as a railway unit under a superior officer at the headquarters of the railway and should be entirely removed from the control of the station staff. (Paragraph 22.)
- (2) There should be improved supervision over the handling staff by regular officers of the reorganized watch and ward or by special travelling inspectors, and travelling parcels clerks should be employed. (Paragraph 28.)
- (3) Steps should be taken to discourage rough handling. (Paragraph 29.)
- (4) District Traffic Superintendents should see that the system of handling contracts is not abused. (Paragraph 30.)
- (5) There should be more effective protection of goods in covered wagons (a) by riveting (or locking) and (b) by the fitting of protective plates to wagon doors. (Paragraphs 34 and 35.)
- (6) Improvements in the (a) lighting of station yards and goods sheds and (b) shed accommodation should be pushed on as fast as financial considerations allow. (Paragraphs 36 and 38.)
- (7) More protection should be given to parcels at stations by the provision of moveable cages. (Paragraph 39.)
- (8) The practice of unreasonable insistence on clear receipts should be checked and 'open delivery' should be facilitated. (Paragraph 42.)
- (9) Further precautions should be taken for the security of consignments of fruit and liquor. (Paragraphs 43-44.)
- (10) Local Governments should consider the question of extending railway police jurisdiction to private sidings in colliery areas. (Paragraph 46.)
- (11) The provincial system of organization should be retained. (Paragraphs 72-79.)
- (12) A Central Bureau of Information and Advice should be created. (Paragraphs 81-87.)
- (13) A special detective and investigating agency for the railway police should be created in each province where not already established. (Paragraphs 88-90.)

- (14) The system of having a separate administrative officer, preferably an Assistant Inspector-General, is the most satisfactory. (Paragraph 92.)
- (15) An experiment should be made of putting Deputy Superintendents in charge of sections and the question of the abolition of inspectorships considered. (Paragraphs 93-94.)
- (16) Special courses of training for all ranks should be arranged. (Paragraph 95.)
- (17) The rules on certain fundamental matters of procedure should be uniform throughout India. (Paragraph 97.)
- (18) The primary responsibility for maintaining good relations between the railway officials and the railway police should be considered to rest with the police, and superior officers should see to it that such relations are maintained. (Paragraph 102.)
- (19) Constant attention should be paid to promoting co-operation between the railway police and the district police. (Paragraph 103.)
- (20) The issue of telegraphic reports of shortages from seal-intact wagons to the railway police should be discontinued and fortnightly or monthly classified summaries substituted, and all cases of shortage from wagons with damaged or missing seals should be registered as thefts. (Paragraphs 105-106.)
- (21) Rules should be amended where necessary in regard to seal checking by the railway police. (Paragraph 109.)
- (22) Officers in charge of railway police stations should be given power to search within the limits of district police stations through which their section of railway runs. (Paragraph 113.)
- (23) Railway administrations should consider the setting apart of compartments adjoining third and intermediate class carriages reserved for females, for the use of their attendants and relatives. (Paragraph 114.)
- (24) Protection should be afforded to passengers on night trains by the extended provision of bolts on doors and the employment of police guards of suitable strength. (Paragraphs 115-118.)

The changes proposed involve some small additional expenditure but their adoption will, the Committee believe, save Government, the railways and the public many times their cost every year.

(ii) Conclusion.

121. The Committee wish to acknowledge the assistance and courtesy they have everywhere received not only from Government officials and railway officers, but also from the representatives of commerce and trade. In particular they are indebted to the railway administrations for the arrangements made for their tour.

They also desire to place on record their appreciation of the work of the Secretary, Mr. H. C. Hunt, of the Indian Police. The high standard of his work and his devotion to duty have materially lightened their labours.

J. P. THOMPSON.

H. DEL. ROSS,

F. W. HANSON,

R. G. NAIK,

UPENDRA LAL RAY.

G. ATKINS.

APPENDIX A.

Itinerary of the Committee's Tour, 1921.

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
18th January to 22nd January 1921.	Lucknow	<p><i>United Provinces.</i></p> <p>Mr. L. M. Kaye, I.P., M.L.C., Inspector-General of Police, Allahabad.</p> <p>Mr. A. F. K. Bagbie, Deputy Inspector-General of Police, II Range, Allahabad.</p> <p>Mr. W. E. Acock, Superintendent of Police, Sitapur.</p> <p>Mr. R. S. Bell, Superintendent, Government Railway Police, Gorakhpur.</p> <p>Mr. R. J. Fitzpatrick, Deputy Superintendent, Government Railway Police, Lucknow.</p> <p>Mr. E. Macleod, Inspector, Government Railway Police, Lucknow.</p> <p>Mr. M. J. Murphy, Inspector, Government Railway Police, Moradabad.</p>	<p><i>Oudh and Rohilkhand Railway</i></p> <p>Mr. F. C. Harvey, Agent.</p> <p>Lieutenant-Colonel C. F. Anderson, D.S.O., R.E., General Traffic Manager.</p> <p>Mr. W. H. H. Young, M.C., District Traffic Superintendent, Bareilly.</p> <p>Khai Bahadur Mansur Ali Khan, District Traffic Superintendent, Lucknow.</p> <p>Mr. Walsh, Traffic Inspector.</p> <p>Mr. J. R. O'Connor, Station Superintendent, Lucknow.</p> <p>Mr. C. Naidu, Station Master, Barabanki.</p>		<p>Lucknow Station and Goods yard, Oudh and Rohilkhand Railway.</p> <p>Government Railway Police Office.</p> <p>Government Railway Police Station.</p>
25th January to 28th January 1921.	Bombay	<p><i>Bombay Presidency.</i></p> <p>Mr. L. Robertson, C.S.I., I.C.S., M.L.C., Inspector-General of Police.</p> <p>Mr. W. C. Holman, Deputy Inspector-General of Police, Southern Range, Belgaum.</p>	<p><i>Great Indian Peninsula Railway.</i></p> <p>Mr. A. C. Rumboll, C.I.E., O.B.E., Agent</p> <p>Mr. W. Alexander, C.I.E., O.B.E., General Traffic Manager.</p> <p>Mr. D. S. Burn, Deputy Traffic Manager.</p>	<p>Mr. Shamrao Sett, Office Superintendent, Messrs. Ralli Brothers.</p> <p>Mr. R. D. Hughes, Secretary, The Bombay Presidency Trades Association.</p>	<p>Carnac Bridge, Goods Depot, B. B. and C. I. Railway.</p> <p>Wadi Bunder Goods Depot G. I. P. Railway.</p>

APPENDIX A.—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspection.
25th January to 27th January 1921— <i>contd.</i>	Bombay— <i>contd.</i>	<p>Mr. P. O'Brien, Superintendent, Government Railway Police, Bombay, Baroda and Central India Railway, Bombay.</p> <p>Mr. W. Y. Austin, Deputy Superintendent, Government Railway Police, Poona.</p> <p>Mr. W. Bird, Inspector, Government Railway Police, Victoria Terminus.</p> <p>Mr. M. D. Rego, Sub-Inspector, Government Railway Police, Victoria Terminus.</p>	<p>Mr. E. B. Cooke, District Traffic Superintendent, Bombay.</p> <p>Mr. J. D. Flynn, Goods Superintendent, Victoria Terminus.</p> <p>Mr. T. A. Adams, Station Superintendent, Victoria Terminus.</p> <p>Mr. T. C. Gwynne, District Traffic Inspector, Jalgaon.</p> <p>Rao Sahib G. A. Goldale, Assistant Station Master (Goods), Poona.</p> <p><i>Bombay, Baroda and Central India Railways.</i></p> <p>Mr. W. P. Peehey, General Traffic Manager.</p> <p>Mr. H. W. Green, District Traffic Superintendent (Claims Section).</p> <p>Mr. A. G. Tydd, Goods Agent, Carnac Bridge.</p> <p>Mr. Jehangirji, Station Master, Baroda.</p>	<p>Mr. L. U. Mongini, Master of the Bombay Presidency Trades Association.</p> <p>Mr. J. W. Linford, Proprietor of Pyke's Store.</p> <p>Mr. J. W. Fernandez, representing Messrs. Phillips and Company.</p> <p>Mr. V. A. Grantlam, representing the Bombay Chamber of Commerce.</p> <p>Mr. Deridas Madhavji Thaksey, Vice-Chairman, The Bombay Native Prices Goods Merchants' Association.</p> <p>Mr. Hansraj Prajiz Thaksey, Vice-Chairman, The Indian Merchants' Chamber and Bureau.</p> <p>Mr. Mervil Lal Sarangi, Honorary Secretary, The Marwari Chamber of Commerce.</p> <p>Messrs. Tata Sons, Limited, Bombay.</p> <p>The Secretary, The Grain Merchants' Association, Bombay.</p> <p>Mr. Gobardhaubhai Isarbhai Patel, Secretary, The Mill-owners' Association.</p>	<p>Victoria Terminus G. R. P. Station.</p> <p>G. R. P. Superintendent's Office, B. B. and C. I. Ry., Colaba.</p> <p>Port Trust Goods Shed and Sidings.</p> <p>Ahmedabad Railway Station Parcel and Goods yards.</p>
29th January 1921	Ahmedabad	Mr. Garvide, Inspector, Government Railway Police.			

31st January 1921	Guntakal	<p>Mr. J. Fitzpatrick, Retired Deputy Superintendent of Railway Police, now Catering Superintendent, Bombay, Baroda and Central India Railway.</p> <p>Mr. Dayabhai Ijatram, Standing Counsel for Bombay, Baroda and Central India Railway.</p> <p>Mr. Lallubhai Hargobindas, Public Prosecutor, Godhra (Panch Mahals).</p>	<p><i>Madras and Southern Mahratta Railway.</i></p> <p>Lieutenant-Colonel C. L. Magniac, C.M.G., C.B.E., R.E., Agent.</p> <p>Mr. F. B. Wathen, M.B.E., General Traffic Manager.</p> <p>Mr. C. G. W. Cordon, District Traffic Superintendent, (Claims), Tumkur.</p> <p>Mr. A. W. Parsons, District Traffic Superintendent.</p> <p>Mr. Henderson, Traffic Inspector.</p> <p>Mr. C. White, Station Master, Guntakal.</p> <p>Mr. Datu Row, Station Master, Tumkur.</p>	<p>General enquiries at Station.</p> <p>General enquiries at Station.</p> <p>General enquiries at Station.</p>	<p>Sabarmati Transhipment Station.</p> <p>General enquiries at Station.</p> <p>General enquiries at Station.</p>
1st February to 6th February 1921.	Madras	<p><i>Madras Presidency.</i></p> <p>Mr. P. B. Thomas, Inspector-General of Police.</p> <p>Mr. P. Hannington, Deputy Inspector-General, Railways and Criminal Investigation Department.</p> <p>Mr. O. E. Windle, Superintendent, Government Railway Police, Trichinopoly, S. I. Railway.</p> <p>Mr. Paul T. Doraiswami, Acting Deputy Superintendent, Government Railway Police, Marikapur, M. & S. M. Railway.</p> <p>Mr. C. N. Krishnappa, Inspector, Government Railway Police, 'A' Circle Villupuram.</p>	<p><i>Madras Central Station.</i></p> <p>Mr. J. F. Simpson, Chairman, The Madras Chamber of Commerce.</p> <p>Mr. L. C. Nicholson, of Messrs. Spencer and Company, representing the Madras Trades Association.</p> <p>Mr. R. Ry. Venugopal Naidu Garu, and Mr. Pooran Lal of Messrs. Mohan Lal Kanialal, representing the Rice, Grain and Sugar Merchants' Association.</p> <p>Mr. R. Ry. K. Nammalwar Chetty Garu, of Messrs. B. P. Narsimulu Chetty Garu, representing the Madras Piece-goods Merchants' Association.</p> <p>Mr. R. Ry. S. Venkatachalam Chetty Garu, representing the Southern India Chamber of Commerce.</p> <p>Mr. K. A. Venkataswara Iyer, Mysore.</p> <p>Mr. K. Rama Rao, Landholder, Cuddapah.</p> <p>Rao Bahadur Venkatesh Shrinivas Naik, Raubennur (District Dharwar).</p>	<p>Salt Cotiaurs.</p> <p>Madras Central Station Booking and Parcel offices and Goods sheds.</p> <p>Egmore Station Yard.</p> <p>G. R. P. Superintendent's office, M. & S. M. Railway.</p>	

APPENDIX A.—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
6th February 1921 ..	Trichinopoly ..	.....	<p><i>South Indian Railway.</i></p> <p>Mr. R. M. Logan, V. D., Agent ..</p> <p>Mr. A. W. Acres, M.I.T., General Traffic Manager.</p> <p>Mr. C. S. Rowbotham, V.D., Deputy Traffic Manager, (Claims Branch).</p> <p>Mr. W. H. Hignman, District Traffic Superintendent, Madura.</p> <p>Mr. T. W. Parker, Traffic Inspector, Trichinopoly.</p> <p>Mr. F. M. Merrit, Station Master, Madura.</p> <p>Mr. M. S. Ramechandra Iyer, Station Master, Trichinopoly Fort.</p>	.....
7th February 1921 ..	Madura ..	Mr. V. J. Devavaram, Sub-Inspector, Government Railway Police, Madura.	.....	.....	G. R. P. Station.
7th February 1921 ..	Bangalore ..	.....	.....	Mr. B. K. Garudachar, President, Mysore Chamber of Commerce, Bangalore.	Madura Railway Station Parcels Office, Goods and Transhipment sheds.
				Mr. W. C. Rose, Manager, Bank of Mysore, Bangalore.	
				Mr. S. Raja Rao (retired Traffic Inspector), Claims Agent, Bangalore.	
				Mr. Nur Mohammed, Merchant, Bangalore.	

10th February 1921	Khargpur	Bengal.	.....	.....	G. R. P. Station. Khargpur Goods yard.
11th February to 17th February 1921.	Calcutta	Mr. A. W. Cook, I.C.S., District Magistrate, Midnapore.	.....	.....	Howrah Parcels office and Goods shed.
		Mr. W. D. Prentice, I.C.S., District Magistrate, 24 Parganas.	.....	.....	Howrah G. R. P. Station.
		Mr. R. B. Hyde, Inspector-General of Police.	.....	.....	Sealdah Parcels Office and Goods shed.
		Mr. T. C. Simpson, Deputy Inspector-General of Police, Burdwan Range.	.....	.....	Sealdah G. R. P. Sta- tion.
		Mr. P. E. Bradley, Superintendent, Government Railway Police, Howrah, E. I. R.	.....	.....
		Mr. C. E. Ezechiel, Superintendent, Government Railway Police, Sealdah, E. B. R.	.....	.....
		Mr. J. C. Farmer, Superintendent of Police, 24 Parganas.	.....	.....
		Babu Debendra Nath Mukherji, Inspector, Government Railway Police, Howrah, E. I. R.	.....	.....
		Babu Sarat Chandra Banerji, Inspector, Government Railway Police, Saidpur, E. B. R.	.....	.....
<i>Eastern Bengal Railway.</i>					
		Mr. J. Coates, Agent	.....	.....	Mr. J. H. Wicheurh, representing the Wine, Spirit and Beer Association.
		Mr. H. St. G. Gilmore, Traffic Manager	.....	.....	Mr. F. W. Baldwin, representing the Calcutta Import Trade Association.
		Mr. A. V. Hawkins, Deputy Traffic Manager (Commercial).	.....	.....	Mr. Sawday, representing the Tata Iron and Steel Company Limited, Jamshed- pur.
		Mr. H. W. Meakins, District Traffic Superintendent, Saidpur.	.....	.....	Babu T. B. Roy, representing the Bengal Mahajan Sabha.
		Mr. Van Someren, District Traffic Superintendent, Sealdah.	.....	.....	Babu B. K. Roy, representing the Hat- Khola Banijya Hitaishini Sabha.
		Mr. A. R. Gundry, A.M.I.E.E., A.M.I.M.E., Electrical Engineer.	.....	.....	Messrs. Murarji Anandji and Company.
		Mr. Stringer, Carriage Examiner.	.....	.....	Mr. H. L. Fell, representing the Calcutta Trades Association.
		Mr. P. H. Minahan, Transportation In- spector, Shiamnagar.	.....	.....	Mr. D. D. Khandolwal, representing the Marwari Association.
		Mr. H. A. Dench, Station Master, Santahar.	.....	.....	Babu Madhab Gobinda Ray, representing The Bengal National Chamber of Com- merce.
		Mr. P. M. Das, Station Master, Sorajanj.	.....	.....	Babu Manmatha Nath Sen, Attorney, High Court.
<i>Bengal-Nagpur Railway.</i>					
		Mr. C. Ismay, General Traffic Manager.	.....	.....
		Mr. J. P. MacNamara, Ag. District Traffic Superintendent, Shalimar.	.....	.....
		Mr. K. C. Nandy, Station Master, Midna- pore.	.....	.....
		Mr. V. Venkataswamy, Station Master, Baruva.	.....	.....

APPENDIX A—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
11th February to 17th February 1921— (<i>contd.</i>)	Calcutta—(<i>contd.</i>)		<i>East Indian Railway.</i> Mr. C. M. Hindley, Agent. Colonel P. C. Sheridan, C. M. G., General Traffic Manager. Mr. A. E. Harrison, Traffic Inspector, Howrah. Mr. J. B. Hamilton, Goods Inspector, Mokameh Ghat. Babu Kalka Pershad, Station Master, Juma Bridge.		
18th February 1921	Chandpur	.... <i>Assam Police.</i>	<i>Assam Bengal Railway.</i> Mr. T. R. Nolan, Agent. Mr. A. J. Cooper, V.D., Traffic Manager.	....	Goods and transhipment yards.
19th and 20th February 1921.	Chittagong	Mr. A. R. Giles, Superintendent, Government Railway Police, Chittagong. Maulvi Syed Hashmatullah, Inspector, Government Railway Police, Chittagong. Babu Upendra Chandra Deb, Inspector, Government Railway Police, Badarpur.	Mr. T. L. Buchan, District Traffic Superintendent, Jettica. Mr. J. C. Purcell, Assistant District Traffic Superintendent (Commercial). Mr. P. C. Jones, Supervising Station Master, Chandpur. Babu M. Ghosh, Station Master, Gaulhati.	Mr. A. R. Leishman, representing the Chittagong and Naraingunj Chambers of Commerce. Mr. Upendra Mohan Pal and Mr. Amarchand, representing the Indian Merchants' Association, Chittagong. Mr. Nadir Ali Chandhri, B.L., representing the Chittagong Traders' Association. Mr. Akhoy Kumar Sarkar, Professor of History, representing the Chittagong College Co-operative Credit Society.	The Jetties.
21st February 1921	Lumding	....	....	....	G. R. P. Station.

23rd February 1921

Shillong
Mr. W. C. M. Dunder, C.I.E., Inspector-
General of Police.
Mr. A. T. Halliday, Superintendent of
Police, C. I. D., Shillong.

25th February 1921

Naihati

Asansol

26th February 1921

Mokameh Ghut and
Mokameh.

27th February 1921

Moghal Sarai

28th February to 1st
March 1921

Benares

East Indian Railway.

Bihar.

Mr. H. E. Presswell, Divisional Traffic
Manager (Claims), Cawnpore.
Mr. F. R. Ezechiel, Superintendent, Gov-
ernment Railway Police, Patna, East
Indian Railway.

Rai Sahab Mano Mohan Labiri, M.L.C.
Rai Bahadur Promode Chandra Dutta,
M.L.C.

Mr. Fox, representing the Surma Valley
Branch of the Indian Tea Association.

Mr. Playfair, representing the Assam
Valley Branch of the Indian Tea Asso-
ciation.

Babu Ramani Mohan Das, M.L.C.

Khan Bahadur Mohibuddin Ahmed,
M.L.C.

Parcel office.

Asansol Railway Sta-
tion—Parcel Office
and Goods yard.
Asansol G. R. P. Sta-
tion.

Transshipment station,
Goods yards and
offices.
G. R. P. Station,
Mokameh.

Goods yards and Parcels
Office.

G. R. P. Station.

Mr. B. P. Halder, Proprietor, Annapurna
Pharmacy, Cantonment.
G. R. P. Station,
Benares Cantonment.

APPENDIX A—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
28th February to 1st March 1921— <i>contd.</i>	Benares— <i>contd.</i>	<p>Behar—<i>contd.</i></p> <p>Babu P. D. Misra, Deputy Superintendent, Government Railway Police, Patna, East Indian Railway.</p> <p>Babu Fauzdar Narain Kuar, Inspector, Government Railway Police, Gaya, East Indian Railway.</p> <p>Mohammed Abdul Aziz, Sub-Inspector, Government Railway Police, United Provinces, Benares Cantonment.</p>	<p>East Indian Railway—<i>contd.</i></p> <p>Mr. D. M. S. Robertson, District Traffic Superintendent, Allahabad.</p> <p><i>Bengal and North-Western Railway.</i></p> <p>Lt.-Col. W. R. Izat, D.S.O., R.E., Agent</p> <p>Mr. A. D. White, Traffic Inspector, Gorakhpur.</p> <p>Mr. E. Lucas, Station Master, Sonapur.</p> <p>Babu Janak Lal Jha, Station Master, Chapra.</p>	<p>Messrs. S. C. Mullick & Co., Merchants, Benares.</p> <p>Babu Bishwanath Prasad, Cloth Merchant, Jaunpur.</p> <p>Messrs. Mohammad Ikram & Co., Merchants, Benares.</p> <p>Mr. Mahammad Ali, Grain Merchant, Benares.</p> <p>Babu Parmeshwar Dyal, Cloth Merchant, Jaunpur.</p> <p>Babu Jaidayal Madan Gopal, Cloth Merchants, Benares.</p> <p>Messrs. Abhoy Ram Chunilal, Grain Merchant, Benares.</p> <p>Babu Bisheshwar Prasad, Merchant, Benares.</p> <p>Messrs. Murlidhar Kaluram, Grain Dealers, Benares.</p> <p>Messrs. Mohammad Jan Mohammad Siddiq, Sugar Merchant, Benares.</p> <p>Babu Gauri Shankar Prasad, Vakil, Benares.</p> <p>Messrs. Suresh Chunder Mukerji and Company, Merchants, Benares.</p>	<p>Parcels Office, Benares Cantonment.</p>

3rd March to 6th
March 1921.

Nagpur

Central Provinces.

Mr. K. W. Deighton, Inspector-General
of Police.

Mr. L. C. E. Hurst, Additional Superin-
tendent of Police, Saugor.

Mr. A. C. Mayberry, Deputy Superintend-
ent, Government Railway Police,
Eastern Section, Raipur, Bengal
Nagpur Railway.

Mr. W. C. Glackan, Inspector, Govern-
ment Railway Police, Nagpur.

Mr. Sharif Muhammad Khan, Circle In-
spector, Government Railway Police,
Western Section, Hoshangabad, Great
Indian Peninsula Railway.

Mr. Baij Nath, Kaula, Sub-Inspector,
Government Railway Police, Itarsi.

Mr. Mazhar Naqi, Sub-Inspector, Gov-
ernment Railway Police, Raipur.

Hyderabad Deccan.

Mr. F. C. Crawford, Deputy Inspector-
General, Railway Police, Hyderabad
(Deccan) Nizam's Guaranteed State
Railway.

Mr. J. R. Wilson, Secretary, Bihar Plan-
ters' Association Muzaffarpore.

Rai Bahadur Radha Krishna Jalan Mer-
chant, Patna City.

Babu Debi Prashad Dhanduina, Merchant
Bhagalpur.

Mr. Hirjibhoy Hormusji, Cotton Agent,
Empress Mills, Yeotmal.

Mr. Kikabhai of the firm of A. Adamji-
bhoy, General Merchants, Raipur.

Mr. Balkrishna Nathani, Merchant,
Raipur.

Mr. Mohammad Yakub, Kotwal, Kamptee.

Mr. Sorabji Mehta, Manager, Empress
Mills, Nagpur.

Mr. Akbar Ali Mohamedali Hassani,
representing the Nagpur Merchants'
Association.

G. R. P. Station

Goods Yards.

APPENDIX A—contd.

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
8th March to 11th March 1921.	Delhi	Mr. A. D. Ashdown, Inspector-General of Railway Police, Rajputana.	....	Mr. J. F. Puce, representing the Punjab Chamber of Commerce. Major Ruell, Commandant, 'B' Company, Supply Depot, Ambala.	G. R. P. Station. Delhi N. W. R. Goods and Parcel sheds. E. I. R. Goods and Parcel sheds.
12th March 1921	Sukurpur	....	....	Mr. J. C. Roberts, representing the Delhi Piecegoods Merchants' Association. Mr. Amirchand Khosla, representing the Delhi Hindustani Mercantile Association.	Serai Rohilla Transhipment Station. Delhi Kishanganj Goods yard. Lahori Gate Goods Shed. Parcel Office, Sukurpur.
12th March 1921	Samasatti	....	....		G. R. P. Station. Railway Station Goods and Parcel sheds.
13th March to 15th March 1921.	Karachi	<i>Sind.</i> Mr. R. T. Barker, Superintendent, Railway Police, Sind Railways, Karachi. Khan Sahib Mubarak Ali Hyder Ali, Circle Inspector, Tatta Circle, Sind.	<i>North-Western Railway.</i> Mr. F. R. Hawkes, District Traffic Superintendent, Karachi Port. Mr. W. D. Foster, Traffic Inspector, (Commercial). Mr. Moolchand, Station Master, Hyderabad.		G. R. P. Station, Karachi City. Claims Office, Karachi City. Karachi Under Transhipment Station and Goods Yard.

17th March to 19th March 1921.	Lahore	<p><i>Punjab.</i></p> <p>Mr. C. G. D. Farquhar, Inspector-General of Police.</p> <p>Mr. M. C. Stead, M.V.O., Assistant Inspector-General, Government Railway Police, Lahore.</p> <p>Khan Bahadur Abdul Hakim, Deputy Superintendent, Government Railway Police, A Section, North-Western Railway.</p> <p>Maulvi Ghulam Dastgir, Inspector of Police, Central Investigating Agency, Government Railway Police, Lahore.</p> <p><i>North-West Frontier Province.</i></p> <p>Mr. E. W. Tomlins, C.I.E., O.B.E., Inspector-General of Police.</p> <p>Khan Sahab Rana Talia, Muhammad Khan, Officiating Superintendent of Police, Kohat.</p> <p>Maulvi Syed Ali Shah, Inspector of Police.</p>	<p>Mr. F. A. Hadow, Agent, North-Western Railway.</p> <p>Mr. V. A. Boalch, Traffic Manager</p> <p>Mr. N. F. Schofield, Assistant Traffic Superintendent (Claims).</p> <p>Mr. C. D. Jordan, Traffic Inspector.</p> <p>Mr. C. C. Ryan, Station Superintendent, Lahore Junction.</p>	<p>Lala Diwan Chand, Piccogoods Merchant, Amritsar.</p> <p>Lala Ratan Chand, O. B. E., President, The Tea Traders' Association, Amritsar.</p> <p>Babu Mathra Das, Mill Owner and Secretary, the Bar Factory Association, Lyallpur.</p> <p>Lala Pritam Dass, President, Indian Merchants' Association, Lyallpur.</p> <p>Mr. Sheikh Muhammad, Proprietor, The Colony Flour Mills, Lyallpur.</p>	<p>Office of the Assistant Inspector General, and the Central Investigating Agency.</p> <p>G. R. Police, Station, Lahore Junction.</p> <p>Lahore Junction Parcels Office and Goods shed.</p>
23rd March to 30th March 1921.	Cawnpore	<p><i>Bihar.</i></p> <p>Mr. R. S. Macne, C.I.E., O.R.E., Deputy Inspector-General, C. I. D., Patna.</p> <p>Mr. T. M. Cook, Superintendent, Government Railway Police, Khargpur.</p> <p>Babu Inder Sen Saechar, Inspector, Government Railway Police, Bengal and North-Western Railway, Samastipur.</p>	<p><i>Bengal and North-Western Railway.</i></p> <p>Mr. J. Westwood, Officiating Traffic Manager, Gorakhpur.</p> <p>Mr. G. Brown, District Traffic Superintendent.</p>	<p>Mr. S. M. Bose, Allahabad</p> <p>Mr. J. G. Ryan, Secretary, The Upper India Chamber of Commerce.</p> <p>Lala Khush Bulsh Rai, Representing Messrs. R. N. Rama and Company, General Merchants, Allahabad.</p> <p>Mr. Bhagwant Narain Tandan, representing The Naini Glass Works, Allahabad.</p> <p>Babu Gopal Dass, Manager, the Tribeni Deshi Sugar Works, Naini, Allahabad.</p>	<p>G. P. R. Station, Cawnpore, E. I. R.</p> <p>Cawnpore Goods Sheds.</p> <p>O. and R. Ry. B. B. and C. I. Ry. G. I. P. Railway.</p> <p>E. I. Railway.</p>

APPENDIX A—*contd.*

Date.	Place.	Police witnesses.	Railway witnesses.	Commercial witnesses.	Inspections.
23rd March to 30th March 1921— <i>contd.</i>	Cawnpore— <i>contd.</i>	<p><i>United Provinces.</i></p> <p>Mr. B. G. Thomas, Superintendent of Police, Cawnpore.</p>	....	<p>Mr. A. W. Shaw, representing the United Provinces Central Mills, Cawnpore.</p> <p>Mr. W. R. Watt, representing the British India Corporation, Limited, Cawnpore.</p> <p>Babu Ramchshwar Pershad Kesar Pershad, Agent, The Allahabad Milling Company, Allahabad.</p> <p>Babu Sunwal Das, Khanna, Draper, Chowk, Allahabad.</p>	
2nd April to 18th April 1921.	Agra	<p><i>United Provinces.</i></p> <p>Mr. C. E. Sharpe, Superintendent, Government Railway Police, Agra.</p> <p>Mr. L. E. Farrant, Inspector, Government Railway Police, Jhansi.</p> <p>Mr. Khairat Nabi, Prosecuting Inspector, Government Railway Police, "A" Section, Agra.</p> <p>Babu Peary Shankar, Sub-Inspector, Government Railway Police, "A" Section, Allahabad.</p>	<p><i>Rohilkhand and Kumaon Railway.</i></p> <p>Mr. H. C. Strachan, Traffic Superintendent, Bareilly.</p> <p>Mr. C. R. Jahans, Traffic Inspector.</p> <p>Mr. C. R. Gardener, Station Master, Bareilly City.</p> <p>Pandit Amrit Lal Tewari, Station Master, Budaun.</p>		

Mr. J. A. Guider, C.I.E., (retired Deputy
Inspector General, C.I.D. and Railways
Bombay Presidency). Superintendent,
ent, Watch and Ward, Bombay,
Baroda and Central India Railway.

Major C. H. Gwynn, Assistant
Controller of Contracts, Simla.

23rd April 1921

..

Simla

..

..

....

27th April 1921

..

Simla

..

..

Lieutenant-Colonel C. Kaye, C.S.I.,
C.I.E., C.B.E., Director, Intelligence
Bureau, Simla.

....

APPENDIX B.

Paragraph 48 of the report of the Railway Police Committee, 1907.

The revised classification of duties is as follows :—

I.—GOVERNMENT RAILWAY POLICE.

CLASS A.—*Crime.*

(Rank and file to be paid for entirely by Government.)

- (1) Detection and investigation of offences cognizable by the railway police.
- (2) Inquiry and report under section 132 of the Railway Act, IX of 1890.
- (3) The arrest and detention of offenders in cognizable cases and other cases in which arrest is authorized by law.
- (4) The prosecution in court of cognizable offences and non-cognizable offences under the Railway Act.
- (5) The reporting of all instances of oppression and fraud on the part of railway subordinates or others.
- (6) The travelling in passenger trains of specially selected officers and men for the prevention and detection of crime and for the surveillance of suspicious persons.
- (7) The entry in prescribed registers and books of offences, reports and complaints of all descriptions brought to the notice of the police.

CLASS B.—*Order.*

(Rank and file to be paid for entirely by railways.)

- (1) Control of passenger traffic inside the station premises more particularly on the platforms, in the booking offices, waiting halls and at the entrance and exit gates and wherever specially required on emergencies by the station officials.
- (2) The control of vehicular and other traffic in the station compound.
- (3) The maintenance of order in standing passenger trains, prevention of overcrowding, etc.
- (4) Watching loaded passenger trains when standing in stations.
- (5) The arrest of those found committing nuisances or suffering from infectious diseases and keeping the station premises clear of idlers and beggars.
- (6) The examinations of all empty carriages on arrival at terminal stations for property left behind by passengers and to see that carriage fittings have not been tampered with.
- (7) The removal of bodies of persons dying in the train and on station premises and conveyance to hospital of sick passengers.

II.—RAILWAY WATCHMEN.

(Watch and Ward).

(To be administered and paid for by the Railway Company.)

- (1) Guarding of all goods sheds and yards.
- (2) Guarding of goods trains when standing at stations.
- (3) Guarding of brake and luggage vans.
- (4) Guarding of all railway offices and buildings.
- (5) Any other duties of like nature assigned to them.

APPENDIX C.

- (1) *Extract from paragraph 103 of a "Statement of the case into which the Police Commission is to enquire" forwarded to the Government of India with letter No. 9388, dated the 23rd October 1902 from the Central Provinces Administration.*

* * * * *

103. Unofficial opinion had little to say on this subject. Official opinion strongly condemned the system in force on the short lengths of the East Indian, Indian Midland and Rajputana-Malwa Railways. It was condemned as involving —

- (1) Lack of co-operation between the district and railway police, which was thought to be practically unavoidable amongst native officials of separately organized departments.
- (2) Remoteness of supervision over the railway police as the superior officers must be stationed at long distances apart. This also involves a want of touch with the District Magistrate.

Inconveniences of the system are most felt at Jubbulpore, where the railway station at head quarters is in charge of the East Indian Railway Police. It was stated that the district police were not allowed to go on the platform there by the railway police. Hence the latter experienced difficulty in dealing with opium cases. It was stated that several opium cases had recently been caught by the district police outside the railway station, but that none had been detected by the railway police. A recent case of murder was referred to in which a corpse was found on the East Indian Railway, which from documents on it was clearly that of a Jubbulpore man. Although the railway police Sub-Inspector could have got to the spot by 8 A.M., he did not get there till 1 P.M., and did not communicate with the Jubbulpore police till after two days, having in the meantime buried the body. The District Magistrate had wired twice to the railway police about the matter, but could get no answer. In Nimar it was said that *dahaits* come down from Central India by rail and alight unnoticed at small stations on the Rajputana-Malwa Railway owing to absence of railway police.

* * * * *

- (2) *Extract from letter No. 22, dated the 1st September 1902, from the District Magistrate, Sukkur to the Commissioner in Sind.*

* * * * *

As regards the Railway Police Administration in this Province there is but one opinion, viz., that the present extraordinary conditions should be done away with. The whole of the railway police, over a system extending for upwards of 700 miles, is in charge of a young officer of the Punjab police whose headquarters are at Karachi. He is under no local control, being departmentally subordinate only to the Inspector-General of the Punjab. The officer in charge (we are speaking impersonally, as there have been several) practically ignores not only the District Superintendents of Police, but the District Magistrates. Some of these are, and have been, personally unacquainted with him.

The personnel of the railway police is also unsuitable, consisting as it does largely of Punjabis, who are absolutely useless as regards co-operation with the district police. There is no co-operation and an utter want of sympathetic working.

Statement showing the strength of the Railway

Presidency or Province.	Railway Police District.	Mile- age.	STRENGTH OF RAILWAY POLICE FORCE 1919.						
			Superintendent.	A. S. P. or D. S. P.	Inspectors.	Sergents.	Sub-Inspectors.	Head Constables.	Constables.
Madras	Madras	2,171	1	1	5	5	32	73	622
	Trichinopoly ..	1,812	1	1	5	7	29	76	607
	TOTAL ..	4,013	2	2	10	12	61	149	1,229
Bombay, including Sind.	Bombay	1,235	1	..	5	4	18	96	387
	Poona	1,685	1	1	7	6	24	112	575
	Sind	766	1	..	3	3	12	64	290
	TOTAL ..	3,686	3	1	15	13	54	272	1,252
Bengal	Howrah	623	1	..	7	10	38	47	255
	Sealdah	765	1	..	7	6	28	49	296
	Saidpur	1,021	1	..	5	4	3	52	281
	TOTAL ..	2,409	3	..	19	20	69	148	832
United Provinces ..	A. Section Agra ..	1,477	1	1	6	11	44	59	420
	B. Section Lucknow	1,678	1	1	6	9	35	44	428
	C. Section Gorakhpur.	1,995	1	1	5	1	34	30	254
	TOTAL ..	5,150	3	3	17	21	113	133	1,102
Punjab	Lahore	4,027	1	4	9	19	47	260	1,177
Bihar and Orissa ..	Patna	942	1	1	4	1	28	47	238
	Samastipur ..	1,012	..	1	2	..	13	24	161
	Kharagpur ..	1,117	1	..	4	1	22	35	190
	TOTAL ..	3,071	2	2	10	2	63	106	579
Central Provinces ..	Raipur	1,270	1	1	1	1	9	27	107
	Hoshangabad ..	1,699	1	1	7	5	22	54	263
	TOTAL ..	2,969	2	2	8	6	31	81	370
Assam	Chittagong ..	1,141	1	..	3	1	15	24	164
North-West Frontier Province.	Peshawar ..	305	..	1	1	1	4	17	166
	GRAND TOTAL ..	26,774	17	15	92	95	484	1,190	6,871

DIX D.

Police and Crime dealt with during 1919.

Number of Police stations.	AVERAGE.		CRIME (1919).			REMARKS.
	Mileage per police station.	Number of investigations per police station.	Reported.	Investigated.	Convicted.	
21	103	125	2,852	2,628	1,254	M. S. M., B. N., P. K. L. and N. G. Railways. S. I. Railway.
17	108	125	2,327	2,117	1,079	
35	105	125	5,179	4,745	2,333	
10	124	250	2,567	2,497	457	B. B. and C. I. Railway.
13	130	185	2,584	2,403	908	G. I. P. and M. S. M. Railways.
11	70	120	1,547	1,422	220	N. W. Railway.
34	108	186	6,698	6,322	1,585	
13	48	226	4,574	2,938	816	E. I. Railway.
13	59	85	1,553	1,104	154	E. B. Railway.
18	57	56	1,144	1,009	207	E. B. and B. D. Railways.
44	55	115	7,271	5,051	1,177	
22	67	181	4,611	3,684	809	E. I. and G. I. P. Railways.
23	73	94	2,297	2,166	419	O. and R. and N. W. Railways.
18	71	76	2,283	2,120	387	B. and N. W., R. K. and C. A. Railways.
72	71	113	9,191	8,270	1,615	
30	134	107	3,210	3,208	838	N. W., E. I., B. B. and C. I., G. I. P. and J. B. Railways. E. I. Railway. B. and N. W. Railway. B. N. Railway.
23	41	109	3,008	2,498	368	
9	112	130	1,170	1,170	192	
13	86	115	1,520	1,493	282	
45	68	115	5,698	5,161	892	
7	181	135	1,121	948	195	B. N. Railway.
14	121	123	2,114	1,721	309	G. I. P., E. I., and B. B. and C. I. Railways.
21	141	127	3,235	2,639	504	
12	95	59	649	596	115	A. B., D. S. and J. P. Railways. N. W. Ry.
4	76	54	214	214	37	
301	89	120	41,345	36,236	9,046	

Statement showing crime classification according

Presidency or Province.	Railway Police District.	TOTAL MILEAGE.		1915.						
		1915.	1919.	I	II	III	IV	V	VI	TOTAL.
Madras	Madras ..	2,150	2,171	6	16	18	1	983	869	1,893
	Trichinopoly ..	1,777	1,842	11	22	15	1	1,084	945	2,078
	Total ..	3,927	4,013	17	38	33	2	2,067	1,814	3,971
Bombay including Sind.	Bombay ..	1,166	1,235	4	25	53	1	472	188	743
	Poona ..	1,685	1,685	9	34	51	5	960	304	1,363
	Sind ..	766	766	6	21	48	..	1,181	73	1,329
	Total ..	3,617	3,686	19	80	152	6	2,613	565	3,435
Bengal	Howrah ..	(a) 1,323	623	21	43	144	10	3,940	539	4,697
	Sealdah ..	741	765	26	21	117	4	1,184	269	1,621
	Saidpur ..	956	1,021	20	12	97	5	825	165	1,124
	Total ..	3,020	2,409	67	76	358	19	5,949	973	7,442
United Provinces..	A Section, Agra ..	1,483	1,477	11	28	31	..	2,259	206	2,535
	B Section, Lucknow.	1,678	1,678	10	26	22	..	1,695	225	1,978
	C Section, Gorakhpur.	1,995	1,995	11	18	15	..	1,206	156	1,406
	Total ..	5,156	5,150	32	72	68	..	5,160	587	5,919
Punjab ..	Lahore ..	4,199	4,027	42	85	97	8	2,338	590	3,160
Bihar and Orissa ..	Patna ..	(b) ..	912	6	14	100	4	1,485	85	(c) 1,694
	Samastipur ..	1,012	1,012	17	13	50	2	555	81	718
	Kharagpur ..	979	1,117	9	29	81	25	948	83	1,175
	Total ..	1,991	3,071	32	56	231	31	2,988	249	3,587
Central Provinces	Raipur ..	1,241	1,270	3	19	57	2	789	95	965
	Hoshangabad ..	1,574	1,699	9	30	78	1	1,516	145	1,779
	Total ..	2,815	2,969	12	49	135	3	2,305	240	2,744
Assam	Chittagong ..	1,144	1,144	7	12	51	1	382	36	489
North-West Frontier Province.	Peshawar ..	258	305	1	9	1	..	120	50	181
GRAND TOTAL ..		26,127	26,774	229	477	1,126	70	23,922	5,104	30,928

*CLASS I.—Offences against the State, public tranquillity, safety and justice.

CLASS II.—Serious offences against the person.

CLASS III.—Serious offences against person and property, or against property only.

DIX E.

to the six* classes of offences, 1915 and 1919.

1919.							DIFFERENCE.		REMARKS.
I	II	III	IV	V	VI	TOTAL	+	-	
5	22	50	1	1,814	969	2,852	959	..	(a) Includes Bihar and Orissa Mileage for 1915.
23	15	23	2	1,423	841	2,327	249	..	
28	37	73	3	3,237	1,801	5,179	1,208	..	
12	29	80	2	2,269	175	2,567	1,824	..	
15	25	66	2	2,253	223	2,584	1,221	..	
15	28	50	5	1,381	68	1,547	218	..	
42	82	196	9	5,903	466	6,698	3,263	..	
10	40	66	5	3,880	573	4,574	..	123	
15	17	78	6	1,248	189	1,553	..	68	
11	13	101	5	866	148	1,144	20	..	
36	70	245	16	5,994	910	7,271	..	171	(b) Mileage for 1915 included in Bengal (Howrah) from which Bihar and Orissa was separated in 1916.
30	37	53	1	4,212	278	4,611	2,076	..	
24	34	18	..	2,093	128	2,297	319	..	
26	29	19	..	2,046	163	2,283	877	..	
80	100	90	1	8,351	569	9,191	3,272	..	
41	75	86	2	2,622	384	3,210	50	..	
24	26	127	5	2,729	97	3,008	1,314	..	
22	11	70	1	961	105	1,170	452	..	
7	27	106	6	1,306	68	1,520	345	..	
53	64	303	12	4,096	270	5,698	2,111	..	
4	6	62	2	974	73	1,121	156	..	(c) Figures for 1916.
5	27	77	..	1,907	98	2,114	335	..	
9	33	139	2	2,881	171	3,235	491	..	
11	11	69	3	496	59	649	160	..	
4	12	8	..	158	32	214	33	..	
304	484	1,209	48	34,638	4,662	41,345	10,417	..	

CLASS IV.—Minor offences against the person.

CLASS V.—Minor offences against property.

CLASS VI.—Other offences not specified above.

Statement showing cases of thefts from goods

Presidency or Province.	Railway Police District.	THEFTS FROM GOODS TRAINS.				THEFTS FROM GOODS SHEDS AND TRANSHIPMENT STATIONS.			
		1915.		1919.		1915.		1919.	
		Report- ed.	Con- victed	Report- ed.	Con- victed.	Report- ed.	Con- victed	Report- ed.	Con- victed.
Madras	Madras	371	42	424	63	138	56	166	76
	Trichinopoly	166	4	104	12	251	36	423	119
	Total	537	46	528	75	389	92	589	195
Bombay, including Sind	Bombay ...	64	8	1,238	66	256	141	686	233
	Poona	168	*	511	101	574	285	1,406	632
	Karachi	592	52	621	13	188	43	302	88
	Total	824	60	2,370	180	1,018	474	2,404	953
Bengal	Howrah	982	36	2,062	70	161	28	315	19
	Sealdah	89	4	152	7	164	13	185	11
	Saidpur	198	8	104	2	183	42	160	37
	Total	1,269	48	2,318	79	508	83	660	67
United Provinces..	A. Section, Agra	631	2	981	20	651	46	1,370	209
	B. Section, Lucknow	468	3	426	2	365	50	389	69
	C. Section, Gorakhpur	325	5	465	9	175	43	641	85
	Total	1,424	10	1,872	31	1,191	139	2,400	363
Punjab	Lahore	1,445	22	1,544	41	393	32	320	58
Bihar and Orissa	Patna	583	115	1,564	136	62	..	88	..
	Samastipur	69	2	219	..	68	14	77	7
	Kharagpur	60	2	162	3	197	22	170	25
	Total	717	119	1,745	139	327	36	335	32
Central Provinces	Raipur	178	15	216	11	297	18	249	26
	Hoshangabad	427	13	546	38	223	37	349	64
	Total	605	28	762	49	520	55	598	90
Assam	Chittagong	77	3	88	4	30	3	17	3
North-West Frontier Province.	Peshawar .. ..	..	..	..	..	93	25	144	17
GRAND TOTAL		6,898	336	11,227	598	4,479	989	7,476	1,778

DIX F.

trains, etc., reported during 1915 and 1919.

THEFTS FROM PASSENGERS.				ASSAULTS ON FEMALE PASSENGERS.				REMARKS.
1915.		1919.		1915.		1919.		
Reported.	Convicted.	Reported.	Convicted.	Reported.	Convicted.	Reported.	Convicted.	
248	93	338	152	2	..	3	2	
282	84	327	155	5	..	..	..
530	177	665	307	7	..	3	2	
73	19	109	20	1	..	1	1	
75	*	100	*		..	..	..
243	43	321	55	1	1	1	1	
391	62	530	75	2	1	2	2	
272	82	354	89	3	2	7	4	
162	68	171	67	2	2	..	..
137	48	172	53	1	1	3	1	
571	198	697	209	6	5	10	5	
419	92	645	144	3	..	1	..	
297	77	392	98	2	2	1	..	
273	69	445	97	1	1	2	..	
989	238	1,482	339	6	3	4	..	
298	220	674	547	5	4	9	3	
60	*	137	*	..	..	5	3	
91	45	114	5	3	..	..	..
99	39	117	64	3	1	2	1	
250	84	368	69	6	1	7	4	
168	23	223	28	3	1	..	..
413	52	489	74	4	1	..	..
581	75	712	102	7	2	..	..
15	7	63	26	..	..	..	..
..	
3,625	1,061	5,191	1,674	39	16	35	16	

*Not available.

APPENDIX G.

Statement showing goods earnings and compensation paid and strength of watch and ward staff on railways.

Name of Railway.	GOODS EARNINGS.		AMOUNT OF COMPENSA- TION PAID.		STRENGTH OF WATCH AND WARD STAFF.	
	1910-11.	1919-20.	1910-11.	1919-20.	1911-12.	1920-21.
	Rs.	Rs.	Rs.	Rs.		
Great Indian Peninsula Railway ..	5,55,59,428	8,06,10,783	2,57,790	12,93,423	550	574
Madras and Southern Mahratta Rail- way.	2,04,64,810	3,32,14,779	47,800	2,49,502	433	571
Bombay, Baroda and Central India Railway (broad gauge).	1,73,24,000	3,18,52,000	1,02,868	13,95,252	} 276	1,407
Bombay, Baroda and Central India Railway (metre gauge).	1,59,25,000	2,26,38,000	78,404	11,12,944		
North-Western Railway	5,88,16,000	7,68,42,000	2,67,346	12,88,971	1,191	1,666
East Indian Railway	5,87,52,131	8,45,47,726	3,90,077	12,71,981	984	1,189
Oudh and Rohilkhand Railway ..	79,37,310	1,16,50,512	25,107	2,39,908	279	451
Bengal-Nagpur Railway	1,89,68,000	4,30,46,000	26,325	1,75,237	291	381
South Indian Railway	1,07,34,000	1,85,81,000	14,580	72,602	446	480
Bengal and North-Western Railway ..	84,34,292	1,23,00,508	22,804	1,04,622	590	602
Assam-Bengal Railway	25,40,110	51,64,611	5,925	19,491	120	200
Rohilkhand and Kumaon Railway ..	29,90,467	23,41,986	12,200	14,500	107	99
Eastern Bengal Railway	1,51,32,000	2,25,12,000	65,092	1,48,012	747	702
Total ..	29,35,77,548	44,53,01,935	13,16,318	73,86,445	6,014	8,322

APPENDIX H.

Statement comparing the work of railways in 1902 (date of Police Commission) and 1919-20.

Mileage, earnings, etc.						1902.	1919-20.
Mileage of railways open	..	..	..	..	..	25,931	36,735
Gross earnings	..	..	..	..	..	Rs. 33,02,69,000	89,15,32,000
Number of passengers carried	..	..	..	..	..	196,648,000	533,150,400
Tonnage of goods moved	..	..	..	..	..	45,537,000	87,630,000
Train mileage, Goods and Coaching	..	..	..	..	..	92,527,000	162 161 000
Number of railway servants employed	..	..	..	..	..	392,517	711,600